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VOLUME I - 1969

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**H R D A**  
in **ALBERTA**

*HUMAN RESOURCES DEVELOPMENT AUTHORITY*



## HOUSE FACTORY - SADDLE LAKE

As part of a new approach to resolving poverty among the Cree Indians of Alberta, the Saddle Lake Development Association as a sequence to the HRDA-ARDA Land Development Project, made representation to the Department of Indian Affairs to set up a prefab housing complex on its reserve. The Indian Affairs Branch considered the proposition and decided to implement it as a pilot project.

Once the money was allocated, the Indians set about laying the concrete foundations, pouring the cement floor and erecting an arch rib type building 40 x 100 feet. Following construction, modern carpentry machines were installed and the Saddle Lake House Factory was ready to go.

Staffed with native people the project, during peak periods, may employ as many as 15 to 20 men. Some of these men are under training at the Technical Schools, NAIT, and Fort McMurray.

The main purpose of the project is to provide employment for the local people and low-cost housing for families on the Saddle Lake Reserve, as well as adjoining reserves. Talking with Bob Stire, a Superintendent with Indian Affairs, St. Paul, I asked him what he thought of the project. "Well, you could say, it will produce new homes for the Indian people, but primarily it is a training program. That is, training in management, planning and carpentry.

"Do you expect this factory to expand into other reserves?"

"Yes, at the moment the plant is designed to produce houses for the 1500 people on the Saddle Lake Reserve, but in the future they see expansion into Good Fish Reserve to house 600 people, then Beaver Lake Reserve with another 600 people."

"Do you think the Saddle Lake Development Association envisions this as



a commercial industry?"

"There is no reason why this could not be. They have had inquiries from various firms already, into the feasibility of the Saddle Lake Factory producing components for housing and farm building."

The erecting of the shop was completed in the Spring of 1968 and by Fall approximately 30 homes were prefabricated using two basic designs. These homes, costing around \$7,000.00, include a full-size basement but no plumbing or water.

In order to qualify for a home an individual must receive approval from the band council. He then puts a down-payment on the house related to his needs and his ability to pay, which may vary anywhere from \$50.00 to \$1,000.00. The lower the cash outlay, the greater the amount of labour an individual must put into the erection of his own home.

The future for this factory looks bright. The Saddle Lake Development Association are considering construction of a kindergarten school plus provision in 1969 of all necessary buildings for the storage of grain produced on 3000 acres of new breaking to be seeded in the spring. They also are looking at the construction possibilities that will be generated by livestock and chicken enterprises. Both these programs are complementary to the HRDA-ARDA Land Development Project and are being carefully studied by the Association to help them utilize or market their surplus grain, which they are bound to produce from 3000 acres of crop this year and 5000 the following.

The educational aspect of the housing factory is being co-ordinated through the Department of Labour. Officials of the Department of Labour are to



meet with the Board of Directors of the Saddle Lake Development Association to work out arrangements for supervision of on-the-job carpentry courses. Completion of their apprenticeship courses would then be taken at NAIT or the Vocational School in Fort McMurray.

As Tom Cardinal put it, "ARDA, Indian Affairs, Agriculture Extension, and the Department of Labour are all co-operating with use in a gradual education program. The program benefits not only the Indian people but our white neighbours - the business people particularly. Attitudes are changing all over the place."



VIGNETTES HRDA-ARDA

UP-TO-DATE ON SADDLE LAKE

Despite extremely cold weather, Larry Gareau, Regional Resource Co-ordinator CD 12, held meetings with the Saddle Lake Centennial Development Board of Directors. Discussions covered land development plans, agricultural exploitation of developed land and human development.

Cold weather has not slowed the clearing of bush. Contractors have made good progress and an estimated 3,500 acres are now complete.

Plans and tenders for machinery purchases and grain storage facilities are being prepared with the co-operation of the DA's staff and the Extension engineers. The field crop specialists have also been involved in the field. Husbandry plans and a seed growing contract is being negotiated with a private seed company.

Under the direction of the Extension staff and assisted by the Adult Education program of the Department of Indian Affairs, a tractor maintenance course was offered and well attended.

A welding clinic was postponed due to weather conditions.

Nine members of the Saddle Lake group are now attending V. A. V. C. under the auspices of Canada Manpower.

The pasture committee has finalized the plan for a community pasture and a project is being written up for presentation to HRDA for ARDA assistance.

\* \* \* \* \*



## WHAT MAKES SADDLE LAKE DIFFERENT?

Early in 1967, a small group of Saddle Lake residents decided they wished to know more about each other, and their reserve. For years they had known that new development and growth on Saddle Lake meant putting the natural resources of the area to their greatest use. If this could somehow be brought about, it would result in increased incomes and dignity for their people.

Through their ARDA Regional Resource Co-ordinator, Larry Gareau, an association (Saddle Lake Development Centennial Association) was formed in 1967 under the Societies Act of Alberta, with a Board of nine directors. In a little more than a year this group, through a process of hard work, has achieved storybook success. With ARDA assistance a plan was evolved to break, clear, and crop 15,000 acres of land on the reserve by 1975. Specifics of the plan spell out the following requests, that:

a. a grant of \$40.00 an acre be made, of which 50% would be repayable without interest, five years after receipt;

b. the association negotiate a loan from the bank to hire a contractor to brush, pile and break;

c. the order for breaking, clearing and cropping be 3,000 acres the first year, and 5,000 in each of the successive two years;

d. a program in Extension Education be part and parcel of the project (training to be given on the reserve by Extension Division, Department of Agriculture, in construction, horticulture, handicrafts, home management, farm analysis, budgeting, adult education, and social life management.

## PROGRESS TO DATE:

The strength of a program like this is giving leadership to people who are willing to work, regardless of who gets the credit. After the contractor finished the brushing, piling, and breaking, there remained the backbreaking



task of burning (green piles), picking rocks and roots, working the 3,000 acres down, building granaries, and preparing the seed for the following year. A prodigious army of men was needed for such a large undertaking. The question in the minds of outside observers was "Will they work? Will they stick to it until it is finished?"

Progress is brought about by change; and change there was. At the height of the work load, 132 men were employed. Applicants for social welfare decreased from 80% of the population of 1967 to 5% in June of 1968. By July, 1968, there was no one receiving welfare cheques. They were all working. This was in addition to the farmers of the reserve who were operating their own tractors and discs working down the breaking.

I asked Larry Gareau, Regional Resource Co-ordinator CD 12, a number of questions relating to the changes that have taken place on the Saddle Lake Reserve since the ARDA project began. This conversation is reported verbatim so that you may form your own conclusions as to the progress and permanence of the program.

Question: Do you feel that the changes occurring on Saddle Lake Reserve will continue after the novelty wears off?

Answer: As long as the same sort of situation is provided - the opportunity to work near home at a respectable wage, to start work Monday morning and work until Friday night, eight hours a day. These people will not go back to their old ways, as they will have proved to themselves that they can do better.

Question: Did the Indian management staff have trouble in such areas as:

- a. lateness for work
- b. drinking;
- c. not showing up for work?

Answer: They haven't had a bit of trouble. As a matter of fact, everyone knows that unless he shows up somebody else will take his place. One



is left with the indelible impression (when seeing and talking to the inhabitants of the reserve) of happiness and joy. Every time we visit the reserve we are met with smiles. They seem to enjoy working in groups. They are split up into six groups with a foreman over each group and each group works in competition with the others to see who will put out the most work. They are all very happy and there is no question at all about asking for more pay.

Question: Was anyone's pay docked for lateness?

Answer: Yes. If a man was late for work from one to thirty minutes he was docked a half-hour's pay. However, this did not happen more than two or three times during the whole summer.

Question: Who implemented or runs the project?

Answer: The project manager and his assistant are in charge of all hiring and the operation of the project. A Board of Directors (meeting once a month) thrash out problems with the project manager. The whole procedure has been highly efficient.

To date, they have spent about \$85,000.00. This includes three-quarters of the breaking contracts. Their grant from ARDA amounts to \$20.00 an acre for brushing and \$20.00 an acre for breaking. With this \$40.00 an acre ARDA grant these people have brushed, piled, burned and broken, picked rocks and roots on 3,200 acres, plus the purchase of two new 420 tractors with offset discs costing \$19,000.00. Checking with the manager of the seed cleaning plant the seed for next year's planting (No. 1 seed off breaking) will be obtained from their own lease. They are also making arrangements to build three bins for clean seed which will be left on the site of the seed cleaning plant in St. Paul.

Question: Larry, do you see this type of program expanding from one reserve to



another, or do you think Saddle Lake is an exceptional case?

Answer: There is no question about it. Saddle Lake is exceptionally well-endowed with resources, land and people and especially with leaders. However, the example of Saddle Lake is changing attitudes and values on other reserves and, given time to increase knowledge and skills, others will follow Saddle Lake's example. Preliminary discussions are already taking place with the Indians on the Cold Lake Reserve with respect to a similar type of development.



An Evaluation - Saddle Lake

1. Physical Development:

- a) Approximately 3,000 acres are now ready for seeding and will be cropped to cereals this year. The Association has acquired sufficient seed (Thatcher wheat - 4,500 bushels) for that purpose, but is presently negotiating a seed growing contract with Canwest for 1,350 acres of pedigreed seed of oats, barley, flax and wheat.
- b) The clearing contracts for an additional 5,000 acres have been awarded to four contractors, and to date about 95% of the work has been completed. Only one contractor has not terminated his job.
- c) Two and one half miles of 3 to 5 foot spruce trees were planted last August to provide a roadside shelterbelt and windbreak for last season's breaking. Plans are for additional planting of deciduous trees in the spring and arrangements to obtain the trees have been completed.
- d) Two John Deere 4020 tractors and two 10 foot offset disks were purchased last July and operated over 1,000 hours each on the working down of the breaking. Plans and tenders for more machinery purchases have now been prepared to look after the needs of the coming summer and are being advertised. Seeding machinery, root and rock picking machinery, sprayers, swathers, combines and trucks are being considered.
- e) Plans for grain storage are also being made. Three circular granaries have been purchased to store the seed for spring planting.
- f) About 4,000 fence posts have been cut, sharpened and treated for use on the project.

2. Human Involvement:

- a) The Association Board of Directors has held regular monthly meetings



during the year, in order to direct the implementation of the project.

A project manager was employed on a full time basis and an assistant was also hired during the busy months. All work of brush burning, root and rock picking and working down the breaking was done by the Indian people with their own or the Association's equipment. Custom hiring of men and equipment was made on an hourly basis, and payment was made at the end of each week. Workman's Compensation and Unemployment Insurance were provided as a service to the workers.

b) While the physical achievement (root and rock picking by hand) by the native people may appear to have been costly, there is good reason to believe that the economic inefficiency of the operation was more than offset by the substantial employment provided and accepted by a population otherwise dependent upon public assistance. The maximum enrolment at one time of 132 persons on the project and the practical resulting elimination of emergency welfare list is ample evidence that the program has had far reaching social implications on the large majority of the Indian Band.

c) As an incentive to personal development, the project has motivated a number of educational programs:

(1) Official request to have the Reserve included in a provincial Agricultural Extension district and a submission to Federal ARDA for funds to support this service.

(2) The organization of an Agricultural Extension program for the Reserve including: i - a general agricultural orientation short course

ii - a tractor maintenance course

iii - a welding clinic

iv - a Home Economics short course



(3) Nine young men from the Reserve have been accepted by Canada Manpower to pursue upgrading and training at the Vermilion Agricultural and Vocational College. Some of these are viewing the technical jobs that the project is creating. Others will probably go on their own.

(4) Between 15 and 20 workers have been getting experience in carpentry in connection with the Prefab housing project, which has been founded by the Department of Indian Affairs and Northern Development but considered an offshoot of the Association's activities.

d) Various new projects are being considered: A pasture development plan has already been submitted to the H.R.D.A. for ARDA assistance. A beef cattle enterprize is being considered and negotiations are under way to obtain funds to purchase breeding stock and feeder cattle.

The women are discussing the possibilities of going into the poultry business next fall and an horticultural enterprize is in prospect for 1970.

e) The Association is also negotiating with the Provincial Government a guarantee for an additional \$100,000 loan to take care of further credit need which may arise as a result of possible quota restriction on the sale of their crops for the first few years.

f) Probably of greatest significance of the project is the fact that the Band Council has taken greater control of the Reserve administration. They have set up their own office with a qualified office manager who is also hired as the secretary-treasurer of the Land Development Association. The Band also controls welfare assistance and directs all new projects.



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H R D A  
in ALBERTA



SLAVE LAKE REPORT

January, 1969

The weather has been appalling during the whole month and many of our activities have been postponed.

The office for the Slave Lake Project was approved and we will be moving in on February 1, 1969. The phone number is 849-3593.

The month started out with a fire at Faust which destroyed the sawmill of Mr. McRae who was the largest employer in the Faust district. He offered the Faust Co-operative a contract to saw 5 million board feet of logs and our office was called upon to assist in making this opportunity a reality. Through long negotiations finances were arranged to purchase two sawmills and working capital. The mills will work double shift and should employ 40 men.

The Faust Reforestation Project after 11 months from the date of conception got off the ground. Two cats started clearing right-of-way for a road and 10 people were hired by the Faust Co-op to burn the brush. It is expected that this project will employ 20 men by the end of February and training of machine operators will also be underway.

The formation of a Co-operative in Kinuso to start a sawmill and planning operation in the town occurred during the month. Their aim will be to consolidate small timber quotas into a large viable operation. They have also approached McMillan Bloedell for a quota in the pulp lease covering the Swan Hills area.

Approval was given for a Forest Consultant Project by the Advisory Group. This project will finance Consultant Services to co-operatives in the area



to encourage better management practices. Mr. S. Reiffer was retained and a full report was received by the Wabasca Logging Co-operative outlining where better efficiency could be attained in their operations. The report was well received and numerous changes have already been made. The Consultant, although retained by HRDA, works and reports directly to the Board of Directors of the different co-operatives.

Approval was received for a scheme to train native residents in northern settlements of the Slave Lake Project in modern fishing techniques. Various communities will be visited by a fisherman retained to instruct on this subject.

Some progress was made in the search for an approved land policy for isolated northern settlements in a meeting held in Edmonton on January 21st.

The deliberations between the Department of Youth and the Slave Lake HRDA office appear to be reaching the stage where a program will be drawn up in recreation, leadership, and other youth areas. The initial program in effect will be to design a long term program designed in the field with a maximum of people involvement. The concept of "understudies" from each community to work alongside the youth agent is being built into the program.

Meetings to tackle the housing problems have borne fruit with a good relationship being established with the Alberta Housing Corporation. The initial ground work for a program in the area has been laid, again emphasizing people involvement.

The Homemaker Service Program has been outlined with Mrs. Linda McPhee of High Prairie, Home Economist, spearheading the initial talks.



Exploratory talks have been held with the Department of Welfare on their "Preventive Welfare Program" and moves are underway to initiate it within the project area.

From the economic development side of the picture encouraging talks have been held within the forest industry and the garment industry but as yet nothing has been landed for the area. Talks with the ADA people in Edmonton also were very encouraging for future development of Northern Alberta.



## OPERATION MOBILITY - CD 14

Changing jobs and especially training for entirely new jobs is a family affair. This, of course, has always been the case. If a man is to move, his wife and family, particularly his wife, must be in agreement to a move. Otherwise, a lot of public money now being used for Training Programs in CD 14 is "blown" on partially successful efforts.

This is the background thinking behind the Edson Retraining Program in Marlboro, a new and rather imaginative program that is being tried for the first time.

This off-hours adult academic upgrading course at Marlboro has enrolled 25 persons in a 24 week "course" of their own. Aims of the "Operation Mobility" program are to concentrate on courses in English, Mathematics, and Science to the Grade 9 level.

One of the factors which influenced the development of this education program in Marlboro was the creation of the Marlboro Logging and Slashing Co-operative.

At meetings held with interested members of the Marlboro Community, the idea of a part-time education program during working hours was rejected. However, they did express a desire for an upgrading program to the Grade 10 level. The Hinton Pulp Mill, the largest employer in the area, requires Grade 10 as a prerequisite for employment in the mill.

The HRDA Office in Edson was able to obtain the services of the Assistant Principal of the Edson Junior High School as instructor for an off-hours upgrading session this winter and spring. This session will concentrate on courses in English, Mathematics, and Science to the Grade 9 level. The instructor will be responsible for arranging a curriculum appropriate to the varying educational backgrounds of those upgraded.

The members of the Marlboro Community desiring upgrading asked that classes be held twice weekly, two hours on Wednesday evening and five hours



on Saturday. This would enable them, with the same additional classes perhaps in Easter week, to receive 60 hours of instruction in each course, which, it is hoped, will enable a number of them to reach the Grade 9 level in their education.



MARLBORO EDUCATION PROGRAM: INTERIM REPORT - JANUARY 24, 1969

SUMMARY

An off-hours adult upgrading program was started in Marlboro on January 15, 1969. There are presently 25 persons registered.

This program is making use of a local (Edson) professional teacher as the instructor, and the Marlboro Community Hall as the classroom facility. A council elected from the adult-student body is responsible for renting the classroom facility from the community, and organizing and administering child-care where necessary.

The program will be funded through Alberta Vocational Training from budgeted ARDA funds. The Edson School Division will administer and conduct the program. The projected cost is \$2,500.00.

1. GENERAL INFORMATION

|                          |  |
|--------------------------|--|
| 1. Schedule of Classes:  | Wednesdays 7:00 P.M. to 9:00 P.M.<br>Saturdays 9:00 A.M. to 2:00 P.M.<br>Some additional classes January 15 to June 28 |
| 2. Length of Session:    | 24 weeks with approximately 180 hours of instruction or 60 hours per course  |
| 3. Classroom Facility:   | Marlboro Community Hall  |
| 4. Goal of this Session: | Upgrading to Grade 9 level where possible  |
| 5. Courses:              | Mathematics, English and Science   |
| 6. Instructor:           | Robert Margot, Assistant Principal, Jubilee Junior High School, Edson  |
| 7. Registration:         | 25 adults  |
| 8. Rates:                | Instructor: Instruction \$7.00 per hour<br>Mileage \$0.12 per mile<br><br>Facility: \$125.00 per month                 |

2. ESTIMATED COST TO ARDA FUNDS

|   |                               |
|---|-------------------------------|
| 1. Instructor:                                | Instruction ----- \$ 1,260.00 |
|   | Mileage ----- \$ 220.00       |
| 2. Classroom Facility and Associated Expenses | ----- \$ 750.00               |
| 3. Supplies for Instructor and Students       | 180.00                        |
| 4. Exigencies                                 | ----- \$ 90.00                |
| TOTAL ESTIMATED COST TO ARDA FUNDS            | <u>\$2,500.00</u>             |



3. BACKGROUND

1. Initial Planning

The initial planning for the Marlboro Education Program included a Mobile Unit and Teacher provided through Alberta Vocational Training. The projected starting date had been November, 1968.

2. Subsequent Development

A survey of the Marlboro population made in October 1968, indicated seven men and eight women were wanting an upgrading opportunity in the Community. The number of men interested in upgrading at that time seemed less than sufficient to warrant a mobile unit, so, in lieu of the mobile unit, consideration was given to using the Marlboro Community Hall as a classroom.

The teacher whom Alberta Vocational Training had tentatively arranged for this position had not reported by the end of November. As a result, in lieu of the full-time teacher, consideration was given to having one of the qualified staff from the H.R.D.A. - ARDA Office in Edson conduct a pilot education project in Marlboro. This would had to have been a midweek project, involving a couple of afternoons a week.

A new factor to influence the development of the Education Program in Marlboro was the creation of the Marlboro Logging and Slashing Co-operative, offering employment to a number of Marlboro men. It was thought detrimental to the Co-op's success at this earlier stage of its existence to schedule an educational program during the working hours.

At a further meeting with interested members of the Marlboro Community, the idea of a part-time education program during working hours was rejected. The community represented at the meeting expressed the desire for an upgrading program in off-hours, with upgrading to Grade 10, as their present goal. (The Hinton pulp mill, an employment opportunity in the area, requires Grade 10 as a pre-requisite for employment in the mill.)

4. CURRENT PROGRAM

The H.R.D.A. - ARDA office in Edson was able to obtain the services of the Assistant Principal of the Edson Junior High School as instructor for an off-hours upgrading session this winter and spring. This session will concentrate on courses in English, Mathematics and Science to the Grade 9 level. The instructor will be responsible for arranging a curriculum appropriate to the varying educational backgrounds of those upgrading.

The members of the Marlboro Community desiring upgrading asked that classes be held twice weekly, two hours on Wednesday evening



and five hours on Saturday. This would enable them, with some additional classes, perhaps in Easter Week, to receive 60 hours of instruction in each course; which, it is hoped, will enable a number of them to reach the Grade 9 level in their education.

The Winter-Spring Adult Upgrading Session began in Marlboro on January 15th. There are 25 adults registered.

5. FUNDING AND ADMINISTRATION

A council was elected from the adult-student body to represent them in matters pertinent to the program. The rental of the Marlboro Community Hall and the organization and administration of any necessary child-care has been made the responsibility of this council.

The Edson School Division has agreed to administer the program. It will issue the cheques to the Instructor and the Adult-Student Council, and in turn will invoice Alberta Vocational Training. A.V.T. will draw on its ARDA education funds to meet the invoices.



Millers Lake Project - Edson CD 14

Each winter a portion of the hatchery stocked rainbow trout in Millers Lake die because of oxygen depletion. The extent of this winter mortality is controlled to a large degree by the thickness of the ice and snow cover that blankets the lake. Unless the green plants living within the lake receive an adequate amount of sunlight, enough oxygen cannot be produced to sustain the trout over winter. Oxygen is a product of the plant process termed photosynthesis. More oxygen is used by chemical and biological activity than is produced by photosynthesis.

Dissolved oxygen is also derived from the air prior to freeze-up. The amount of oxygen obtained in this manner depends upon the degrees of contact between the water and the air and the temperature of the water decreases. The diffusion of oxygen from the air into the water is very slow unless the water is agitated and mixed. In lakes sheltered from the wind, the mixing process is incomplete and the water is not thoroughly saturated with oxygen prior to ice formation.

The HRDA-ARDA project at Millers Lake (west of Edson, Alberta) is designed to artificially circulate the lake water bringing it into full contact with the air. Air is currently being pumped through a hose into the deepest portion of the lake. Water from the bottom is being forced upward eventually reaching the surface where it mixes with the atmosphere.

The air compressor was started September 14, 1968 and will be in operation until the lake begins to freeze. It is hoped that the expected increase in the dissolved oxygen content of the water will allow more trout to survive the winter and thus produce more large trout for the many anglers that fish the lake.

The installation of the aeration equipment was carried out by the Provincial Division of Fish and Wildlife.



Father Fenrich, a Catholic Priest, and Mr. Arnold Kooloos, a farmer, both of the Broadview ARDA area, located N. E. of Regina, Saskatchewan, came as "interested observers" to see and understand the HRDA-ARDA Program in CD 14.

Here, then, is Father Fenrich's story taken from his report to the ARDA Council, Broadview, Saskatchewan.

THE PURPOSE:- in the capacity of "Interested observer"- to make an evaluation of the area, and primarily to investigate the possibility of a site for tourist attraction in our own area, and to consider the area in general. I went as an interested community member and came back intellectually convinced, firstly of the potential of the ARDA program, secondly the possibility of the development of our Pilot Area, and lastly the measure of stagnation of interest of local, regional and governmental involvement.

Approaching Edson from Edmonton, the first signs of any depressed area became evident approximately sixty miles from Edson itself, for there appeared to be areas of very poor arable land and the agrarian situation was most evidently in a chaotic state. i.e. farm buildings in poor condition, fields of very small area carved out of pine, tamarac, and spruce forest. Soil conditions of the area were predominantly sand with a shallow layer of loam, also generally spotted with muskeg, marsh and scrub brush. Interspersed within the general area of the road there was evidence of bulldozing and clearing and also a very small number of cattle (beef) herds. This was the general view as we approached our destination.

Mr. Arnold Kooloos and I both remarked, when crossing the tracks into Edson, "By the looks of it, Edson certainly cannot be too distressed." For confronting us was a well paved, relatively clean approach street into this town with a population of approximately 7000 people. The main artery into the town was lined with spacious homes, motels, then turning left into Main Street, running North-South, we were amazed with the new Government buildings, such as Liquor Board Store, Provincial Building, Post Office and the new Food Market. At the end was a rather ornate station which announced the influence of the railroad in that community.

The first impressions are never lasting ones and we found this to be particularly so after we had met and talked to the staff at the ARDA centre. It was there that



we really learned of the situation that existed.

1) The situation before ARDA

a) The area had gone through economic, employment, and, to a degree, social upheavals e.g. the closing of the coal mine which employed thousands of men; the closure of the railroad as a point of division; and the failure of the lumber or pulp industry, combined with unemployment of transient labourers; and depressed farming conditions.

b) These conditions were recognized by the local authorities, those at municipal and governmental levels, and thus, the decision to designate this area as a "pilot" area in the ARDA program.

2) The implementation and initial stages of development

a) The survey of the area with regard to its natural resources, and human and economic resources was compiled.

b) The employment of a competent staff:

A co-ordinator

Assistant co-ordinator

Home economist

Registered nurse

Social worker

c) With this hard core - the work began, and the co-ordinator, the "Key to success" administered a program which, in a short period of time, has brought order to a haphazard situation and has most certainly been successful.

d) Commencement of the program was initiated by the particular demands of the region - things being what they were, it was a matter of putting first things first.

e) The first step - The problem? Rehabilitation and education of the agrarian population.

Solution:- Education of prime importance - home visitors; the involvement of the community ladies (under guidance of the Home economist); time for adjustment; reorientation of concepts:- these became the nucleus of the program. These things subtly and socially changed the thinking and attitudes and multiplied to a total involvement of the whole community, expanding beyond its borders to influence, and in some cases, radically alter



the lives and habits of the populace.

An example:- the Home Economist had a group of women, chosen for leadership qualities, general knowledge of conditions, and most important, with the desire to do something! After preparation these ladies went out to the designated area, visiting, talking, quietly giving this conviction for the need for a new life.

Because of this, the husbands became involved and thus began a new lease on life!

- Rehabilitation - a radical upheaval of the farming community brought about by understanding, tact and a total awareness of the pitfalls and drawbacks of the program undertaken. e.g. land appraisal by competent agricultural men, education of all members of the family for the adjustment to the new life, the relocation of the family, purchasing of land, upgrading of the bread-winner and eventual vocation or trade in the main stream of the economic life of the province or the community.

f) Problem? - the utilization of a complete village or town for it to become an absolute entity and self-supporting body.

Solution:- I cite this problem because it illustrates how a complete community can better itself and have real life. This community was suffering from the most abject poverty, mostly living on welfare and dependent on the economy of a town well removed from itself. The solution came through "social action" a term expressing total participation. There followed, a clean-up program, local industry of pulp cutting - men, women, and children all took part. Then followed better living conditions, water supply, beautification program. The place came alive, and at the time of our visit, was not looking back but ahead to a future with a great deal of promise - a promise of employment, new housing, recreational facilities, a long list of futurables that are tangible and real.

Our meeting next day with the departmental heads at the Provincial government level, was the climax, and the basic solution to any problems which have and may occur in the future with regard to our own ARDA projects.

Their schematic form of communication on the high and low levels of authority culminate in the most decisive factors.

All are interested; all are convinced of the feasibility of the program; and at the



ministerial and cabinet level, the ear is not deaf, the eyes not blind, the purpose not a political divergence of ideas.

What I am trying to say is this - regardless of ideas, factions, prejudices, they are looking for, at, and with a common purpose and goal in mind; this becomes the recipe for success.

In conclusion, may I stress, and I cannot adequately find words strong enough to emphasize the situation for it is so simple yet so profound, that we overlook the enormous solution - for any ARDA project to get "off the ground" a co-ordinator is the answer! Not necessarily a man with an over indulgence of educational faculties, but a man, who is an administrator interested and knowledgeable concerning the potential and natural resources of this particular area, chosen, not by those removed economically and geographically from the seat of the problem, but here and in adjacent localities; a man endowed with tact, understanding, and most seriously interested in helping people. This is a co-ordinator - the key of the success of the ARDA program.

Lastly, the social action process of complete involvement of all peoples for the common good of all - which cannot smack of racial prejudices, language barrier, political affiliation etc. These are deterrents and cannot, in any way, be tolerated for any project to be feasibly in its execution. If any such conditions exist, the aforementioned program becomes a fruitless run-around, the eternal ring of hope, but no honesty, futile to frustration.

I humbly submit my evaluation of my journey to Edson, an enjoyable enlightning experience, where I was moved to conviction that ARDA can work, and must work for each and everyone of us. The alternative? Who wants to be called a failure in human relationship?

Father Fenrich



VIGNETTES HRDA - ARDA  
HRDA AND RURAL EDUCATION

The Education Program

The 'total family approach' is the philosophy behind this program. To gain the full support and understanding of the trainees, the family as a whole must participate in a series of counselling sessions. The length of time required to complete this process depends on the particular applicant and his family. This period of time may range from two months to one and a half years.

The university testing clinic provides for aptitude testing where necessary. During 1968, 30 trainees went through this testing clinic.

Counselling is provided by ARDA, Canada Manpower, AVT, NAIT, Agricultural and Vocational Colleges and the Department of Public Welfare. ARDA Home Development Specialists assist in budgeting, home management, and family health.

HRDA-ARDA, which supplies pre-counselling and follow-up counselling, are in my opinion and in the opinion of others, the key to the continuous success of the educational program. The HRDA-ARDA counsellors, working over long periods of time with the trainee, both prior to and after his admittance to an educational institution, reassures and advises the trainee as the need arises.

Present Status of the Project: 1968

|                                       |       |
|---------------------------------------|-------|
| No. of counselling interviews         | - 500 |
| No. who upgraded during 1968          | - 35  |
| No. on upgrading courses              | - 24  |
| No. on courses at NAIT                | - 4   |
| No. who have finished courses at NAIT | - 1   |
| No. of dropouts                       | - 3   |
| No. on AVT courses                    | - 3   |
| No. on apprenticeship                 | - 2   |
| No. who attended Agricultural College | - 10  |
| No. University of Alberta tested      | - 30  |



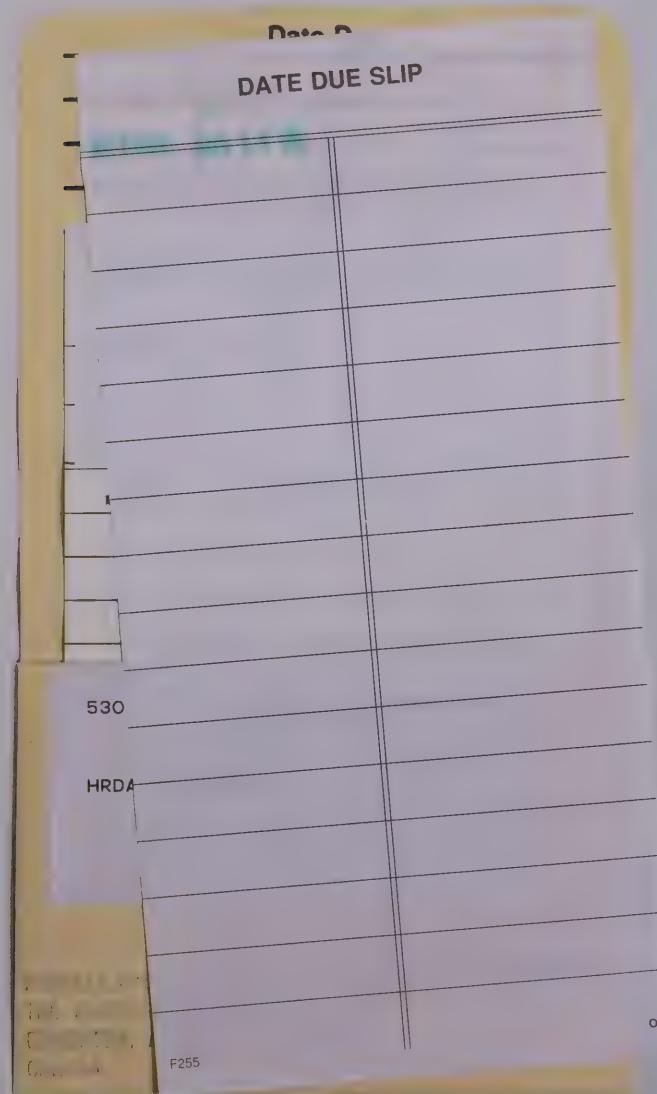
No. who upgraded and now attend Junior High - 1

No. who attended courses at Fort McMurray - 2

Therefore, 85 people have been immeasurably helped out of 500 contacted. Is

HRDA-ARDA doing its job? How does anyone evaluate the net worth of any individual?

Each of the 85 has gained and in society will now concentrate his increased knowledge and skills upon what he has the best opportunity for producing and, by exchanging his surplus of it for that which another in society has the best opportunity of producing, will increase the wealth of all or what comes to the same thing --- lessen the burden of labour for all.



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HRDA  
in ALBERTA



GRANDE CACHE - CD 14

Census Division 14, a pilot study area under the Human Resources Development Authority, is the recipient of a \$400,000,000 coal contract. And it is about to get an "Instant Town"!

Grande Cache, 70 miles northwest of Hinton, is destined to be the home of the people working at the mine. It will have a population of 4,000 shortly.

Right at the moment, the townsite is dense bush but it won't be that way for long. Crews are now moving towards the site to begin clearing the streets and avenues with water and sewer contractors to be on the job by early March.

McIntyre - Porcupine Mines Ltd., whose gigantic contract with Japanese interests has spawned the town, plan to have between 160 and 170 homes ready for occupancy by September 1st this year. Their target date was set so that children of the miners will be able to commence school on time.

Schools will be a series of temporary portable classrooms with the permanent school building to be completed sometime in 1970.

Also to be constructed this summer will be a major shopping centre and a variety of smaller retail outlets. Forty retailers have requested space in the shopping centre and ten proposals have been received by the provincial government for the construction of the centre itself.

Grande Cache is located about 10 miles from the actual mine site on the banks of the Muskeg River, a tributary of the Smoky River.

Grande Cache and the mine will be served by the Alberta Resources Railway which, at a cost of more than \$45,000,000, links the area with the C. N. mainline at Brule, west of Edmonton.

Sale of the coal and the known existence in the region of huge gypsum and sulphur reserves and the heavy forests prompted the Alberta Government to launch the construction of the railway.



The 110-mile line was completed in October. Its extension to Grande Prairie at a cost of approximately \$100,000,000 is nearing completion. It will also serve a \$50,000,000 pulp mill now under study by Buckeye Cellulose Corporation.

The metallurgical coal will be prepared for the Japanese Steel Industry by heavy media separation, froth flotation and thermal drying in a highly automated plant.

Smoky River coal is almost identical in quality to the best West Virginia Coking Coal, widely recognized as the best metallurgical coal in the world. Tests carried out by the United States Steel Corporation, Paul Weir Company, NKK and the Federal Government have confirmed the high quality of Smoky River Coal.

Total reserves in the area are at least 400,000,000 tons, McIntyre stated.

The contract calls for shipments of 30,000,000 long tons of coal over a 15-year period. The coal price is estimated to be more than \$400,000,000.

A subsequent contract for even higher annual and total tonnages may be negotiated later. In addition, another Japanese coal contract will re-activate the mines at Luscar in the Rocky Mountain foothills - in the old Coal Branch area east of Hinton. This will bring an upsurge to the town of Hinton, the commuting centre for the miners.

The Luscar contract, valued at more than \$200,000,000, will see one million long tons of coal sold to Japan in each of the next 15 years.



## NEW START - ALBERTA

New Start, although up to its neck in contract deadlines and administrative headaches, continues to sing. The reason - Jack Shields, Executive Director of the program believes vehemently in the basic concepts of the program. "People," he says, "regardless of their economic or social circumstance, have a right to economic independence, to self-respect, to healthy family living, and freedom to practice their religious and traditional beliefs important to them."

Changing jobs, and especially training for entirely new jobs, is a family affair. This, of course, has always been the case. If a man is to move, his wife and family, particularly his wife, must be in agreement to the move. Otherwise, a lot of public money now being used for training programs is "blown" on partially successful efforts.

Hon. F. C. Colborne; Hon. A. O. Fimrite; Dr. Dan Bovier, MLA for Lac La Biche; S. Villette of A.V.T.; and Mr. J. Couteur, Director of Research CDO's flew by Otter into Lac La Biche, Janvier, and Fort McMurray to pick up first-hand knowledge of the New Start Program.

### OBJECTIVES:

A. The overall objectives of Alberta New Start Inc. will be to conduct experimental training and related programs directed towards employment of impoverished people.

B. To achieve the above goal New Start will:

1. Conduct an intensive survey of the area - i.e. CD 12 with emphasis on:

a) the identification and characteristics of disadvantaged, unemployed and underemployed adults in the area.



b) an analysis of employment opportunities and industrial potential in the area.

2. Develop basic education (academic and vocational) and basic life skills for young adults and families.

3. Introduce vocational training programs.

4. Study viable agricultural programs in selected areas, including cattle development now programmed by HRDA on Kikino Metis Colony.

THE TARGET AIM:

Communities now involved are all located in Northeastern Alberta - Kikino Caslan Metis Colony, Lac La Biche, Janvier, Fort McMurray, and Fort Chipewyan. The five areas have a population of 13,800 of which 50% are on welfare.

Before a large wallsize map in his office, Jack Shields (whose enthusiasm kept reminding me of a modern-day Plato holding forth on his "Republika") caught fire and exploded. "Many people," he said, "have been educated in small, understaffed schools. Thus, their level of education is low." He then listed off a number of characteristics of these people:

1. They are unemployed or underemployed.
2. They, for the most part, do not understand nor appreciate the values associated with other levels of society.
3. They live, at least most of them, on farms unproductive or underproductive.
4. They all have less than Grade 8 education.
5. They perform poorly on standardized placement tests.
6. They are deprived, economically, educationally, socially and



culturally.

"Therefore," said Mr. Shields, "we feel that a training program designed to raise the 'sights' of these people by meeting their needs will go a long way in improving their economic and social status."

Mr. Shields went on to state that their range of needs varies and may include:

1. A work-and-training orientation.
2. Courses that are relevant to work opportunities.
3. Training in basic life skill development.
4. A great deal of counselling related to vocational and social attitudes and skills.
5. Guidance in proper training while on course and follow-up guidance and counselling during initial stages of employment.

PLAN OF OPERATION:

The overall operation is based on two major integrated phases in a well-rounded program of training and research. Mobile Family Training Centers have been established at Fort Chipewyan, Janvier, and Kikino Casian Metis Colony.

These mobile centers are the first stage in the family approach and will provide training and basic life skills in order that the 15 families in each course may participate in more advanced vocational training. The mothers will be given training in skills and attitudes necessary to maintain and operate a home. That is, they will be given classes in nutrition, health, child-care, and budget management. This training which will operate four to five months for each course will develop in these families positive attitudes



towards punctuality, self-reliances, inter-personal responsibility and work.

The family training center at Janvier is a completely isolated Indian reserve subsisting on social assistance, supplemented by seasonal earnings from trapping and fishing.

The staff selected for these mobile centers are husband and wife teams-- three teams for each center. Selection for the husband was based on personality, training and job skills. For the wife, personality, general homemaking skills, and potential ability as an instructor in homemaking.

In the mobile centers of Kikino and Janvier the MIND system of instruction is being used to provide language and basic math skills.

In Fort Chipewyan, the conventional textbook teacher approach is used.

We were taken through the three staff resident trailers, one kitchen-diner trailer which will serve 45 people at one sitting, a day-care trailer where the children will be left while mother and father go to school, a Home Economics trailer, a trades orientation trailer, a water and fuel storage trailer, a recreation trailer, a power generating building, a well house and a prefab vehicle garage.

The garage is necessary for bus, truck and caterpillar maintenance with the men utilizing vehicles, power plant, sewage system etc. in their vocation courses.

Total family group trainees after completing the academic vocational and basic life skill program offered through the mobile units, may go on to advanced training at Fort McMurray where they will move into \$14,000.00 residential homes. These homes will offer an extension in family living and attitudes acquired during four to five months training at the mobile centers.



LAC LA BICHE CENTER:

Located on the outskirts of the town of Lac La Biche, the center is made up of five major complexes:

1. Dormitories - housing for 30 single men and 30 single women. Each dormitory contains a small lounge, with an adjoining recreation and entertainment center. A kitchen-diner to feed 100 people completes this complex.

2. Five classrooms are in operation for academic upgrading and trade theory, one for business education, home economics, health education and sewing labs.

3. Administrative offices comprise two private offices and a general office plus two instructor's offices.

4. A 3,360 square foot multi-trade shop.

5. A 2,160 square foot auto/diesel instruction and repair shop.

NEW START'S THINK TANK:

The operational task force directed by Jack Shields is located on the same grounds as the school. The departmental activities of the force have been developed to co-ordinate specific programs. A great deal of work has been done on programs and component development. They have laid the foundations for curricula in the various experimental components. Research proposals in the total format have been developed for most major components.

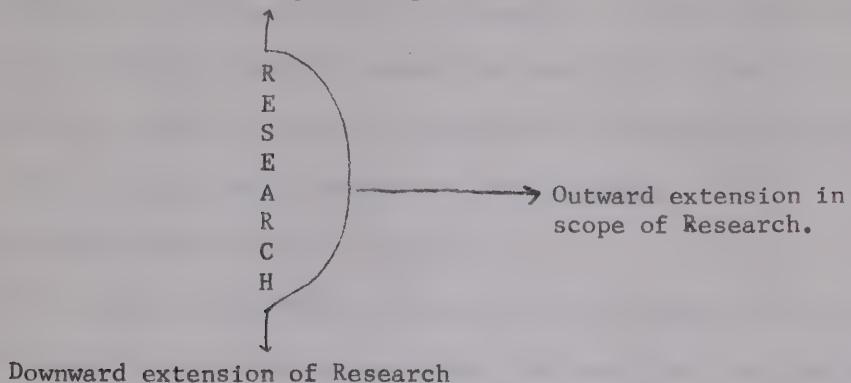
RESEARCH DEPARTMENT:

Acting Director of Research, Mr. T. R. Rogers, outlined the objectives of their program.

Diagrammatically, research will move in three directions.



Build-up of knowledge through Research



In academic upgrading, Research will show whether academic upgrading works and to what degree. "Following these findings," Mr. Rogers said, "we retain, modify or reject particular kinds of components with which we are involved; an example would be (DACUM) method for curriculum development." Mr. Rogers went on to say, "The downward extension of Research would consider the effectiveness of academic upgrading and through evaluation show other methods of accomplishing similar objectives."

In the area of building up knowledge through Research, Mr. Rogers stated, "that this type of research is a gradual cumulation through evaluation to decide on avenues of approach to solve new problems." This may even mean the rejection of a project." he said.

"The outward extension in scope of research, will consider such things as cost-benefit analysis, social research, testing, and measuring follow-up and validation," Mr. Rogers said.

Because the main objective of the whole program is Research, two special areas are in for investigation:

1. Case studies
2. Ability studies



But the prime area of concern will be research into training, retraining and motivating of unemployed and underemployed people in the area. To reach this objective, Mr. Rogers stressed the importance of viewing each project as a global entity or as a total consisting of many parts.

Along with the Research office there is:

1. Mr. D. D. Devlin, Director of Operations, who orders all supplies and oversees all physical facilities and equipment for this far flung empire.
2. Ron Newman, Accountant
3. Gordon Stangier, Director of Program Planning. The objectives of his office will be to:

- a) co-ordinate planning and the implementation of New Start objectives.
  - b) supervise the implementation of all projects in the five center levels.

4. Vince Burk, Director of Public and Employer Relations. It will be his job to act as Public Information Officer, acting in the capacity of employer relations and trainee job placement will result in meaningful employment for the graduating trainee. He will advise on job market and skills so that instruction can be modified if required resulting in meaningful employment for graduating trainees and employers will gain employees trained to their requirements.

5. Bill Thomas, a graduate in Education and a native, is Director of Guidance. He will implement meaningful curriculum for personal growth and development of trainees. He will act as Training Officer initiating seminars in guidance; another aspect of his work will be to institute and



administer testing programs for trainees.

6. Benny Baich, Director of Community Counselling, will be totally concerned with the identity aspect of the New Start Program. That is, "Who Am I?" To develop the whole person, counselling will involve attitudes, skills, and concepts required for the individuals democratic participation in solutions respecting himself and his community.

Therefore, to really answer the question, "Who Am I?" the person must know:

a) The total community - mapping

b) His established needs

c) Resources of the area

d) Knowledge of the decision-making process

e) Information to the individual and group of the complex occupational, educational and social environment in which he lives and to which he may be moving.

Community counselling will also supply a follow-up service. Eddie Bellrose and William Bull, both native Indians, will assist Mr. Baich in the field.

7. Lida Rees, Co-ordinator of Homemaking and Home Economics Education

8. Geof Jackson, Co-ordinator of Curriculum Development

A high level of co-operation exists between the Department of Education, Government of Alberta, and Alberta New Start Inc. Under these co-ordinated arrangements there will be two phase periods of operation:

1. The phase-in period during which Alberta New Start will research, develop and commence the operation of the new instructional program as outlined above.
2. At the completion of the phase-in period, programs will be taken over by the Department of Education and become part of the regular or ON-GOING period of operation.



VIGNETTES HRDA-ARDA

Home Visitors Program CD 14

Concerns itself with problems of assisting individuals and families who are having difficulty in the many facets of making a living and getting some meaning out of what life has to offer. HRDA-ARDA brought together local people from different agencies, volunteer groups, and individuals. From these meetings evolved the Home Visitors Program. This program has as its objective the training of home visitors (people who will be recognized as friends by the family they wish to help).

Training courses for home visitors consist of a combination of informal classroom instruction and field work. Counselling continues on a weekly basis following completion of the course.

In addition to the public health nurse and home economist, who are the continuing members of the team, technical resource personnel who assist in these programs include specialists from the Home Economics Extension Service, representatives from the Public Welfare and the Division of Alcoholism, Department of Public Health.

The "total development" concept of HRDA-ARDA is significant in the Home Visitors Program. It is the role of the home visitor to encourage the homemaker to identify, develop, and use the physical and human resources available to her and her family.

Present Status of the Project

1) Marlboro Homemaker Keep Fit Course

8 sessions - 38 registered

Total attendance 205 - average 26

2) January - December 1968

|                            |    |
|----------------------------|----|
| Group Counselling Sessions | 77 |
|----------------------------|----|

|                                 |    |
|---------------------------------|----|
| Individual Counselling Sessions | 10 |
|---------------------------------|----|

|                                     |     |
|-------------------------------------|-----|
| No. of visits made by Home Visitors | 807 |
|-------------------------------------|-----|

|                                 |     |
|---------------------------------|-----|
| No. Attendance of Home Visitors | 488 |
|---------------------------------|-----|

3) Farm and Home Calls 2297



VIGNETTES HRDA-ARDA

HRDA-ARDA Farm Adjustment Program CD 14

This program is intensely concerned with the farm family leaving Agriculture. What will they do for income, skill training, or continuing education? Who will look after follow-up to alleviate psychological adjustments that will inevitably take place within the family group? Does the farm family need more education in agriculture and farming practices? Future planning, therefore, must be carefully considered before moves are made.

Once the family has decided on its course of action, attention turns to the land. Families are encouraged to sell their farms privately. If they cannot find a buyer, the family makes application through a unique HRDA-ARDA board - The Farm Adjustment Board.

The Board is comprised of:

- a) four farm members
- b) the District Agriculturist
- c) field supervisor (Department of Municipal Affairs)
- d) a land adjustment technician

The land purchased by HRDA-ARDA, together with other crown lands, then becomes available to other people in the area to expand their operation. The purchase of such lands, as well as the application for land clearing, are handled by the Farm Adjustment Board.

Implications arising out of these objectives are interviews with farm families, looking at present policies and regulations and making recommendations for change in policies as they relate to the farm adjustment program.

Present Status of the Farm Adjustment Program

a) Farms purchased in White Zone - 5740 acres for a sum of \$166,620.00.

Offers on 2,670 acres at \$80,930.00 are pending.

Offers on 3,720 acres at \$116,115.00 have been rejected.

b) In the Green Zone - 1280 acres purchased at \$27,500.00.

Offers on 850 acres at \$18,427 rejected.



c) Families from the purchased land are doing the following:

|                                   |      |
|-----------------------------------|------|
| Relocation (Alberta or Elsewhere) | - 4  |
| Alternate Employment              | - 13 |
| Training                          | - 1  |
| Retired                           | - 6  |
| Continued Farming                 | - 1  |

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VOLUME IV, 1969

INDIAN POLICY

- \* Statement of the Government of Canada on Indian Policy, 1969.
- \* Indian Policy. (History of Government).
- \* Indian Reserve Lands.
- \* Why an Old Indian Pattern Was Broken.  
Reprint: The Globe and Mail, July 8, 1969.



H R D A  
in ALBERTA



STATEMENT OF THE GOVERNMENT OF CANADA

Indian Policy, 1969

Mr. Speaker:

I am pleased to place the Government's statement on Indian Policy before the House. The statement outlines the views the Government brings to the consultations which must now be carried on with the Indian people and the provincial Governments.

Throughout a year's consultation with Indian leaders, the Government has reviewed its programs for Indians and their effects on the present situation of the Indian people. The review has shown that this is the right time to change long standing policies. The Indian people have shown their determination that present conditions shall not persist.

From the early days of this country, a trustee relationship developed between the central government and Indian people of a highly paternalistic nature. The Indian people should have the right to manage their own affairs to the same extent that their fellow Canadians manage theirs. Under present conditions they do not have anything like this degree of control over their land, their funds, or, in fact any of their responsibilities. This is the central fact about conditions today and it must change. Opportunities are present today in Canadian society and new directions are open. The Government believes that Indian people must not be shut out of Canadian life and must share in these opportunities.

The policy is founded on the belief that Canada should be free of discrimination. People must not be kept apart from one another by artificial barriers. The goal of a non-discriminatory society can only be achieved if many ideas change. Change must not be confined to the Indian people, other Canadians must change their attitudes, too.

True equality presupposes that the Indian people have the right to full and equal participation in the cultural, social, economic and political life of Canada.

The Government believes that the framework within which individual Indians and bands could achieve full participation requires:

1. The legislative and constitutional bases of discrimination be removed;
2. There must be a positive recognition by everyone of the unique contribution of Indian culture to Canadian life;
3. Services must come through the same channels and from the same government agencies for all Canadians;



4. Those who are furthest behind must be helped to catch up;
5. Lawful obligations must be recognized;
6. Control of Indian lands be transferred to the Indian people.

The Government is prepared to take the following steps to create this framework:

1. Propose to Parliament that the Indian Act be repealed and take such legislative steps as may be necessary to enable Indian people to control Indian lands and acquire title to them;
2. Propose to the governments of the provinces that they take over the same responsibilities for Indians that they have for other citizens in their provinces. The take over would be accompanied by the transfer to the provinces of federal funds normally provided for Indian programs, augmented as may be necessary.
3. Make \$50 million available over the next five years for economic development in Indian communities and for Indian people.
4. Wind up that part of my Department which deals with Indian affairs. The residual responsibilities of the federal government to be transferred to other appropriate federal departments.

The Government will appoint a Commission to consult with the Indians and to study and recommend acceptable procedures for the adjudication of claims. The Commissioner will be appointed soon.

I intend to meet with the executive committees of the Indian Associations as soon as possible. I shall seek meetings with the Provincial Premiers or their representatives in early July. The Department will immediately establish a unit of senior personnel who will have no duties other than to consult with Indian people, consult with provinces, consult with other federal departments about the means of implementation and the pace of it. This unit will also consult Indian bands to determine their views on control of their own land - complex questions which offer many alternatives. I hope that we can end the single, separate service agency within five years. I hope the Indian people will agree that this system which sets them apart is no longer useful. This will be the first goal of the implementation group.

The policy proposal will be referred to the Standing Committee of the House where it can be thoroughly discussed. I seek the support of the House for the aims of the policy. I seek the goodwill, the support and the energy of the Indian people. I seek the support of all Canadians. I seek the co-operation of the provincial governments.



Finally, I want to thank my department who have supported me in this policy completely and enthusiastically since its inception.

STATEMENT BY THE HONOURABLE JEAN CHRETIEN  
MINISTER OF INDIAN AFFAIRS AND NORTHERN DEVELOPMENT  
IN THE HOUSE OF COMMONS

JUNE 25, 1969



## HISTORY OF GOVERNMENT

### Indian Policy

#### Responsibility for a subject people

In spite of differences in specific aspects of Indian policy, all the European powers who colonized the Americas shared one basic assumption: the aboriginal inhabitants of the land were subjects of the heads of the colonizing states. This assumption has remained to this day the basis of Indian policy in North America. Whatever the peculiar regional or chronological conditions, or the attitudes of the natives themselves, Indian people have not been considered and still are not to be sovereign peoples.

Along the Europeans' assumption of sovereignty over the Indians there was also, and still is, a recognition of their responsibility for the welfare, both spiritual and material, of the subject peoples, although at times this seemed to have been honoured more in the breech than the observance.

#### Trade, war, or settlement: Indian allegiance - the key

For the first two centuries of the European presence in Canada the bases of Indian-white relations (and hence of the white governments' Indian policies) were two: economic and military. The Indians were suppliers of the resources of the country and consumers of European goods. They were also either potential allies and protectors or enemies. The relationship, it should be remarked, was reciprocal; for the Indian usually sought the alliance of the newcomer in his struggles with other Indians--Champlain's tragic first contact with the Iroquois is an early example--, and eagerly exchanged the fruits of the country for those of European technology. Fundamental to aboriginal culture was an exchange of presents (usually at repeated intervals) to symbolize the making or maintaining of pacts of friendship. In this can be seen the origin of the system of "presents", annuities, or treaty payments which came to characterize the Indian policy of the several colonial governments and their successors.

During the 17th and most the 18th century the Indian policy of both the French and British colonial governments was confined principally to attempts to regulate commerce with the Indians, to ensure that the Indians would not attack the European settlements, and to enlist their aid in the American phases of what were essentially European wars. As long as the white population remained small and hence dependent on the natives, relations between Indian and white seemed to be between sovereign powers, although



all colonial and European governments held to the principle that the natives were, in fact, subject peoples, a principle that governed their colonial policies in many other parts of the world. As the numbers of colonists increased, this assertion of European sovereignty over the Indians became overt, and gradually the technological superiority of the Europeans, both as a coercive force and as the source of increasing Indian material dependency, enabled them to make good this claim.

#### British Settlement - and a military Indian Department

In the British colonies, where settlement took priority over trade with the Indians, the military aspects of Indian policy predominated over the commercial, and since in 1763 the British conquest of Canada removed France from North America, it was this policy which formed the basis of subsequent dealings with the natives for the next seventy years. The Indian Department, which had first appeared in New York in the 1660s, was concerned primarily with the making of treaties and the distribution of "presents" designed to safeguard settlements and to ensure Indian alliances against the colonies' enemies (both Indian and white). It was to be expected, therefore, that the formulation and administration of British Indian policy would be in the hands of military, or quasi-military authorities. Indian presents, for example, were issued through the army commissariat.

#### "A matter of justice and a military necessity"

A second aspect of British Indian policy stemmed from the fact that in most (but not all) cases the authorities recognized not native sovereignty but the existence of native rights in their lands. Both as a matter of justice and as a military necessity, it became British policy not to occupy land until native rights in it (and hence the possibility of armed native resistance) had been removed. In practice, recognition of native rights followed the same procedure as military or commercial alliance--through a treaty solemnized by the giving of presents.

The obverse of the coin was the guaranteeing to the natives of non-ceded lands, if necessary with military as well as statutory protection. This policy found expression in the Proclamation of 1763 and the Treaty of Fort Stanwix in 1768, which set limits to European settlement and reserved the land outside these limits for exclusive Indian use. The policy was administered by the military, and the practice of giving presents to maintain the alliances continued.

Following the American Revolution, in which most of Britain's Indian subject-allies held to their allegiance, there was an increasing influx of population (both white and Indian) into the hitherto unsettled parts of British North America. The authorities continued the policy of systematic commutation



of native rights in land before settlement, together with reservation of specific areas for Indian use. This created certain problems of administration, for disposal of land often resulted in money payments, which were held in trust for the Indians by officers of the Crown. The relationship was losing its purely military character, and with it whatever vestiges there were of one sovereign power dealing with another.

#### The civilians take over. Indians and British Yeoman: a new policy

After the War of 1812 the military threat to British North America gradually disappeared, and with it the remaining necessity for maintaining Indian affairs on its old military basis. At the same time there were two new forces at work in Great Britain which would affect the Indian policy. On the one hand, there was an increasing desire to economize, to get rid of any unnecessary expense of Imperial administration; and the maintenance of the old system of presents and alliances was certainly that. On the other hand, there was a growing humanitarian movement, which found expression in attempts to ameliorate the lot of the disadvantaged at home, and especially of the native peoples within the Empire.

These two forces came together in the late 1820s to produce a new Indian policy. In 1830, Indian administration was placed in the hands of the civil authority, whose job would be, not merely to preserve the alliances as previously, but to "civilize and settle" the Indians. The natives were to be "raised" to the same condition as the white settlers; that is, they were to become self-sufficient farmers in the British yeoman mold. This policy had been foreshadowed by similar attempts by the Jesuits in New France, and some of the religious communities in New England. Presents were to be replaced by implements, seed, livestock and instruction in their use. The successful settlements of the Missassaugas at the mouth of the Credit River, and of the Six Nations in the Grand Valley, seemed to indicate the potential of such a policy.

#### Inclusion versus exclusion: a continuing dilemma

But the new policy soon found itself in the midst of a paradox. Its evident end was to make the Indians just like all other residents of the provinces; yet the humanitarian impulse behind the policy saw a major danger to the "civilization" of the Indian in exposure to the less desirable aspects of that very non-indian culture to which he was to become assimilated. One answer which suggested itself was the removal of Indian people to some place free from the baleful influences of white society in order to "inculcate in them the ways of civilization", and in 1835-36, an attempt was made to create



such a haven on Manitoulin Island. A tension had been created in Indian affairs which is still present today: the Indian was to be made a part of the larger society, but to do so he had to be protected from that society.

The tendencies which had given rise to the new Indian policy of the 1830s continued apace into the 1850s. The Imperial government became more anxious to rid itself of Imperial encumbrances, and to this end announced that the role of the Indian Department was to be "expiring as the Indian progressed towards civilization. The policy of trying to help the Indian develop in isolation was abandoned in favour of creating Indian enclaves in the midst of white settlement which could act as an example and a potential home for the Indian, although the belief that a protective function had to be exercised continued. At the same time (in 1860), responsibility for Indian affairs was transferred to the Canadian government and vested in the Crown lands Department, which had already assumed responsibility for administration of Indian funds held in trust. This Department, which after Confederation became the Department of the Interior, was the predecessor (through several intermediate stages) of the present Department of Indian Affairs.

#### 1867-1969

By the time of Confederation the province of Canada had a fully developed Indian policy, inherited from the British Imperial and Colonial governments, and administered by the Crown Lands Department. This policy was, in turn, inherited by the new federal government which was given legislative authority over "Indians and lands reserved for Indians." The bases of the policy were: alienation of Indian interest in land through treaties, treaty, reservation of lands for Indians, and the existence of a government department charged with managing the affairs of Indians. The aim of the policy was to effect a transition from the native way of life to that of the white majority, and the basic assumption was that the Indian required not only assistance, but also protection in making the transition.

In 1868 the Dominion embodied this policy in legislation which became the basis of the Indian Act of 1874. Despite subsequent revisions and modifications, this is the Indian Act which is till in effect today.

The Dominion's first great challenge in the field of Indian affairs came with the acquisition of the Hudson's Bay Company Territories (now the three prairie provinces, the two Territories, and the northern parts of Ontario and Québec) in 1870. Prior to this Indian policy had been merely a matter of accomodating previously made provincial arrangements into an over-all federal system. In 1870, the government found itself with a vast territory with few non-aboriginal inhabitants, and the responsibility of making its own settlement with the Indians. The response was the extension of the older policies into the new Territories. Beginning in 1871 a series of treaties



transferred the native rights to the land to the crown. In return, the Indians received annuities and lands reserved for their use. In keeping with the intention that the Indian was to be made over in the mold of other Canadians, materials and implements (and sometimes rations) were provided or promised to enable the Indian to make the transition. The government also undertook to educate the Indian for his new role and to act, as it were, in loco parentis during the transition period.

Three hundred years of the past: Whither the future?

The Indian policy of federal governments up to now has been the result of almost three centuries of evolution, and was based on a number of assumptions inherited from earlier periods.

It regarded Indian people, not as sovereign, but as subject to some outside, (now the federal) government, and it set them apart from other Canadians in one important respect: specific legislation makes them subject as a people not as individuals.

It considers it has a special responsibility for the wellbeing of Indian people, even to the extent of managing many of their affairs.

The goal has always been to bring Indian people into Canadian life as full citizens of their country, sharing the responsibilities and the privileges that go with this status.

The fact that this policy has been pursued with only superficial modifications for over a century indicates that it was believed to be adequate. But there is an inherent contradiction in its advocacy of a program of separation to realize a goal of inclusion.

This flaw in its basic assumption - that exclusion can lead to inclusion - has become increasingly obvious in recent years. More and more, Indian people have become aware that a separate road of development is not bringing them quickly enough into a society changing at an increasingly rapid rate. More and more, this separateness has become a burden, unacceptable to Indian and non-Indian people alike as a seed-bed of discrimination. More and more, it has overshadowed the goal of inclusion, of full and equal participation in the life of the nation.

"Canada cannot fulfill its search for a just society while it has laws which separate Canadians from one another on the basis of race": the new policy.

The series of intensive consultations which began last year between the federal



government and the Indian people was a response to their growing dissatisfaction with government policy. The government, increasingly aware of the inadequacies and the anachronisms of an Act based on policies which pre-dated Confederation, turned to the Indian people themselves to hear how they thought it could be improved. The first major step had been taken to base the goal of inclusion on a program of inclusion.

That such a step was needed that such a goal was a real goal in the eyes of the Indian people, was touched upon time and time again the eighteen consultation meetings held across the country from July of last year to May of this. They wanted to be treated as full citizens of and full participants in their country. They were impatient with the relationship existing between themselves and the federal government. They wanted to control their own destiny, not at some time in the future, but now. And their greatest single source of frustration was the Indian Act which separated them from other Canadians on the basis of race, divided them amongst themselves as treaty or non-treaty, registered or non-registered.

The policy which the federal government has now put forward is a response to those views. It looks to the past only to clear the way to the future, to bring the discrimination and the contradictions of the old ways to an end. It looks to a future which says, not separate and equal, but included and equal.

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## INDIAN RESERVE LANDS

Most Indian reserves are Crown-owned lands which have been set aside for the use and benefit of an Indian band. These reserves have been established in a number of ways: by treaty; by purchase by the Crown or Indian band; by grant of the French or British Crown; by agreement with the provinces; by statute of federal, provincial or colonial governments, or by a combination of two or more of these.

In each case, the act of setting aside creates an Indian interest - the right to use and occupy the land. This right is separate from the title to the land which was not given to the Indian people, but remained with the Crown. Whether title to these lands was held by the federal or provincial Crown, however, only the Parliament of Canada was given the authority, under the British North America Act, to legislate in regard to them.

### How They Are Administered

Legislation subsequently passed by Parliament with respect to Indian lands was enabling legislation. It provided the ways by which the federal Crown could administer the reserve lands for the benefit of the Indian bands for whom they had been set aside. This form of administration was necessary because a band had no legal identity as such. Furthermore, Indian people at that time were totally unfamiliar with the non-Indian concepts of land ownership. This is not true today.



Originally, the basic concern was to ensure the continued existence of reserve lands. This concern is still the cornerstone of the present Indian Act. The Federal Government acts as a trustee: the joint consent of the band and of the Federal Government is required before reserve lands can be "sold, alienated or otherwise disposed of".

The effect of the first and subsequent Indian Acts has been to vest much of the day-to-day administration of reserve lands with the Federal Government and not with the Indian people - a natural outflow from the trust responsibility.

In recent years, the wide powers that the Minister of Indian Affairs has over reserve lands have been exercised more and more in connection with the Indian bands. In theory, however, they can still be put to use arbitrarily because the legislation which created them is still in effect.

An Indian band has the right to the use and benefit of the reserve set aside for it. It has, under the Indian Act, the right to control that use within the band. It exercises this right through its council. The council, for example, may, by the process of allotment, give to band members the rights with respect to use which are comparable to the rights inherent in title to non-reserve lands.



Neither a band member nor the band council, however, has any authority or jurisdiction to deal with anyone other than a member of their band with respect to reserve land. Only the Minister of Indian Affairs can grant rights or interests in this land to anyone who is not a member of that specific band.

He in turn can, with a few exceptions, only grant such rights and interests if the Indian interest has been removed when the lands have been formally surrendered by the band for which they were set aside. There are some exceptions set out in the Indian Act, but the basic rule is that the consent of the band, formally obtained through a surrender vote or referendum, is required before any such commitment can be made by the Minister.

Once the lands have been surrendered, they cease to be reserve lands and the Crown, as holder of unencumbered title to them, is empowered to dispose of them subject to any conditions which may have been imposed by the band at the time of the surrender. The authority of the Crown is exercised by the Minister of Indian Affairs and it is one of his duties to ensure that any rights the provinces may have and which arise upon the surrender of the Indian interest, are respected. This can include respecting provincial title to the land and the terms of any agreements which have been made between the provinces and the Federal Government regarding reserve lands. In this respect,



agreements have been made with most of the provinces where title to reserve land is vested in the provincial Crown, so that money derived from the sale or lease of surrendered reserve lands goes directly into band funds.

Reserve lands may also cease to be reserved if the band for which they were set aside becomes extinct. In this case, the band's interest in these lands is automatically extinguished; the lands become federal or provincial Crown lands unencumbered by any Indian interest. The Crown, and only the Crown, is empowered to dispose of them. Benefits arising from their disposal and from the disposal of any resources on them go to the Crown.

#### The Question of Legal Status

The British North America Act gave the Federal Parliament exclusive legislative jurisdiction over lands reserved for the Indian people but it did not automatically give it title to those lands. Title to lands which had been provincially owned remained vested in the province. In addition, there have been a number of subsequent federal-provincial agreements which also affect the legal status of reserve lands.

Because of these things, the legal status of reserve land can vary from province to province and from reserve to reserve within a province. Determining the legal status of every parcel of reserve land will take time as it is an involved task. There are ten provinces and over 2,000 tracts of reserve land. It will have to be done if the Federal



Government is to end its role in administering Indian land and the Indian people are to take control of it.

No change can be made without a thorough examination of the status of each parcel. Control can only be transferred with the full co-operation of all concerned - the federal authority, the provincial authority, and the band itself. The steps to be taken will vary from band to band and from reserve to reserve, according to the present legal status of the reserved lands and the wishes of the bands occupying them.

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## WHY AN OLD INDIAN PATTERN WAS BROKEN

By Jean Chretien  
Minister of Indian Affairs  
& Northern Development

For a long time now Indian people have been asking for the right to manage their own affairs in the same way as other Canadians, for equal treatment and opportunity with other Canadians. They have asked for an end to bureaucratic control of their lives, for an end to paternalism. Other Canadians have said the same things on the Indians' behalf.

### Aim of Policy

This is why the Government has proposed to end the federal trusteeship of Indian land, to return the land to the Indian people, to phase out the Department of Indian Affairs, to repeal the Indian Act and to work with the provincial governments to insure that Indian people are treated as full Canadian citizens by being treated as citizens of the province in which they reside.

We as a Government were faced with a basic choice: we could keep on with the existing framework, knowing full well that this set Indian people apart and hindered their development, or we could change the existing framework to enable Indian people to be free -- free to develop Indian cultures in an environment of legal, social and economic equality with other Canadians.

The Government chose to try to break the pattern of 200 years and change the existing framework. It did so knowing that the proposals would be controversial. It did so knowing that the proposals were not the solution to the so-called "Indian-problem," knowing that the only real solutions would be those which came from within the Indian community itself. It did so knowing that if it did not make these proposals and did not try to break the existing pattern it would be avoiding the basic issues.

After a year of intensive consultations and review of past policies, it became clear that the existing framework under which Indian people were governed was wrong. It was wrong because it discriminated against people on the basis of race and set them apart. It was wrong because it denied one group of citizens in this country the same freedom to manage their own affairs as other Canadians have.

There are those who say the policy is too revolutionary, that it requires too much too soon. There are those who say the Government is trying to evade its responsibilities and abandon Indian people. Others may say that Indian people need specialized help, that a policy of legal equality and independence is not enough.



Some have gone so far as to say that integration is equivalent to cultural genocide. All these doubts must be set at rest through discussion and consultation, for they are the antithesis of what is being proposed.

Many will criticize but few will defend the present system. The persistent control of other people's lives is ruinous to them and futile for government. How in all conscience can the Government pursue a policy of gradualism when it comes to giving people human dignity? What right does government have to decide for a group of people the nature and extent of their dignity? This is not something to be weighed and measured, apportioned out to those whom the Government in its wisdom has decided are deserving of it.

It seems to me that gradualism is the ultimate indignity and I am convinced that those who call our proposals precipitous now would be the first to complain if the Government continued on its past course.

The fear has been expressed that if moves are made too quickly the Indian will be separated from his land by the first sharp trader who comes along and will then become a homeless vagrant (that was how Sir John A. Macdonald put it in the House of Commons in 1872).

#### Long-term Plan

The policy statement is clear about the transfer of control of reserve lands to the Indian people. It will take longer than five years. I made it clear that Indian people should have the opportunity to control what is theirs; the reserve lands. This is their right, but they can choose, if they want, to assume this control gradually.

The federal Government is not evading its responsibilities by calling on the provincial governments to extend their services to Indian people who live within their boundaries. This is a basic right of Canadian citizenship. The provinces are being asked, in effect, to treat Indian people as citizens, as people, not as a race apart. Where there are additional needs, they are largely regional rather than ethnic. Regional problems must be met on a regional basis and cannot be dealt with in isolation.

The present system of governing a group of people on the basis of race involves a system of "head-counting." One of the hardest problems to solve is defining who is and who is not an Indian. Many heads have been left out in the process. The fault, of course, lies not in the heads but in the process.

This is the real problem of the Metis people. Their problems cannot be solved separately from those of their Indian neighbors. The Indian people's problems in many instances cannot be solved separately from those of their Metis neighbors. The consequence of the divided responsibility has been that neither group has had its problems solved and neither has been able to progress.



The strongest argument for provincial services was advanced in a recent issue of The Globe and Mail in a column by Scott Young. Although he drew quite different conclusions, the plain fact is that sooner or later Indian people do come into contact with the larger society around them. Whether this happens in a primary schoolroom, a high school, on the job or on a village street, the encounter comes.

The question of whether the schoolroom in which both the Indian student and the non-Indian student are classmates will be hostile or friendly ground for the Indian must lie with provincial school authorities. The federal Government can operate schools with only Indian pupils and thus defer the ultimate meeting of the two cultures. It is within the power of the provincial authorities to decide what sort of environment there will be in the schoolroom that contains both Indian and non-Indian pupils. Indian people involved in school boards will be able to make their voices heard, to insure the two cultures will come together in the best possible way.

The Canadian public and some Indian people themselves have not acknowledged the great contribution of Indian people to the richness of the Canadian mosaic. Indian people are a proud people with a great heritage. The policy statement emphasizes this important point. Government can create awareness of this strong Indian identity.

We do not feel this is incompatible with increased opportunities in a political, social and economic sense. Assimilation is a word which should be abolished from Canadian usage. Canada is a country with many different peoples; this is our strength. Canadians, however, do not have to have a separate status to have a different identity and to have a pride in their own particular cultures and traditions.

Success does not develop in a vacuum. The existence of a special department does much to create such a vacuum, to make of the Indian people a race apart, isolated from the mainstream of Canadian society.

Some people, both Indians and non-Indians, have criticized the new policy. Some have supported it. What the final outcome will be is up to the Indian people, up to the provinces and up to the Canadian public -- all those who will directly or indirectly be involved in helping a new future take shape. The overriding responsibility facing the federal Government now is to try to break the patterns of the past, to explain to people why the system should be changed and to suggest how it can be changed.

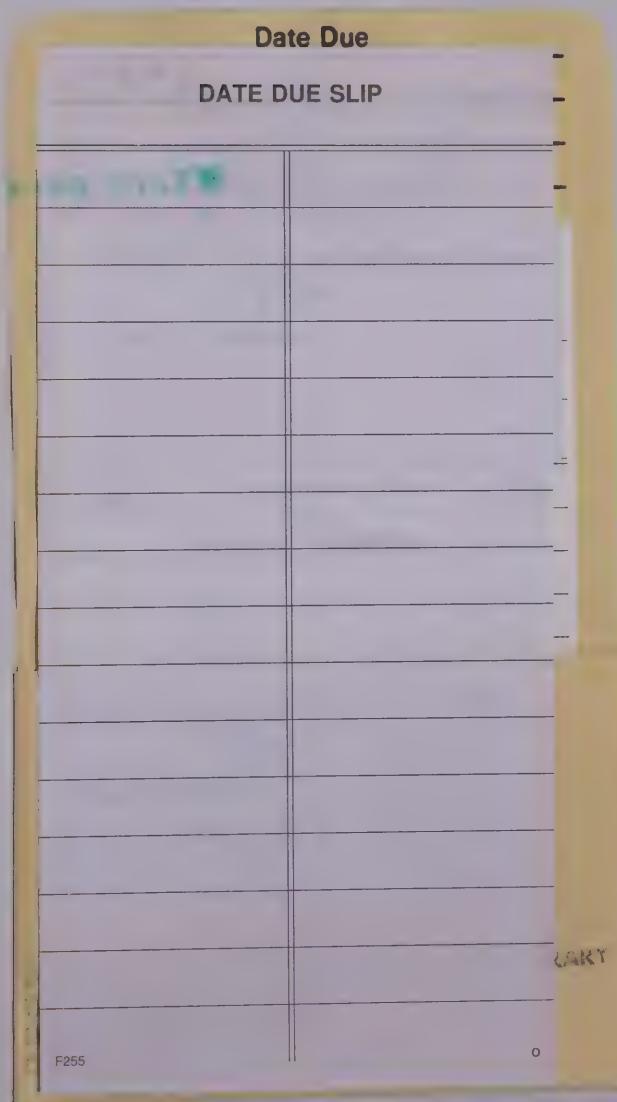
#### No Coercion

The statement is not legislation, it is not an order from above drafted in a vacuum. It was written in response to many different things which many different Canadians -- both Indian and non-Indian alike and members of Parliament from both sides of the House--have said over the years.



We will not push anything down anyone's throat. We will not abandon anyone or any problem. We will be flexible. We do want to discuss.

The Government believes the proposals are the right ones. It is committed to discussion, negotiating, consulting, to make them the right ones. It wants the chance to do this and it seeks the full and continuing involvement and understanding of those whose decisions will affect its chances.



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H. R. D. A.

- \* H.R.D.A. Census Division 12  
(St. Paul, Lac La Biche, Ft. McMurray area).
- \* H.R.D.A. Slave Lake area.
- \* H.R.D.A. Census Division 15  
(Peace River, Grande Prairie, High Level area).



H R D A  
in ALBERTA



## THE HUMAN RESOURCES DEVELOPMENT AUTHORITY IN ST. PAUL

### INTRODUCTION:

The HRDA regional office at St. Paul was established in 1966 to co-ordinate the socio-economic development activities in Census Division 12 of northeast Alberta. The office initiates and supports community self-improvement projects and facilitates the local peoples' access to local, provincial and federal services that will provide technical and financial assistance to individuals and communities.

The HRDA regional resource co-ordinator and assistant co-ordinator work closely with local organizations to extend human development activities in the project area. Local groups are encouraged to initiate research and development activities to define problems and develop solutions to social and economic needs of the communities.

The office is responsible for a comprehensive program of development in the area which has a population of more than 50,000. A study by the Rural Development Research Branch of HRDA indicated that communities in the region face serious problems of low incomes and low standards of living. The socio-economic adjustment needs of the Indian and Metis communities were revealed by the study.

Another major problem is the low income levels of many farm families in the area. Nearly one-half of the labour force is employed in agriculture, however, forestry, mining and service industries are increasing in importance. The HRDA office guides and supports development activities in all aspects of community life to expand the educational, employment and other economic opportunities of the people in the region.

The ultimate objective of the development strategy in the area is to create conditions supporting "the self-fulfillment of the individual as a social human being." The strategy for progress in this direction is an integrated program aimed at human resources development.

The intermediate objectives of the HRDA office include:

- \* creating local sources of gainful employment for all employable persons wishing to work
- \* providing education and training opportunities in new skills
- \* rehabilitating welfare case families towards self-supporting status and to eliminate the heavy burden of welfare placed on the public

- \* encouraging incentives for new individual ventures
- \* to stimulate the Native people to develop and establish economic farm and business operations within the context of socially desirable goals for social and economic levels of living
- \* maintenance and management of community pastures and general agriculture
- \* to develop profitably the available land resources which at present are not being used effectively
- \* to provide the community opportunities to hold on to their existing service and traditions
- \* to relocate farm families wishing to establish or re-establish economical farm units
- \* to develop or rehabilitate the forage and/or ranch potential of various Native reserves
- \* to assist farmers on uneconomic-sized units to purchase land with a view to establish adequate-sized enterprises
- \* to provide the community with the opportunities to acquire services not now available
- \* motivation and support of local effort

An overview of the activity of the St. Paul office illustrates the HRDA strategy for achieving these objectives of social and economic development.

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#### ACTIVITIES:

Communities in C. D. 12 place a high priority upon the agriculture and rural development services that are channelled through the HRDA office in St. Paul. The HRDA staff are actively supporting and guiding the response of local farmers to the problems and opportunities in the rapidly changing agriculture sector of the economy.

The staff works closely with individuals and agencies at the municipal, provincial and federal level that provide rural development services. A major instrument for increasing the rural development opportunities in the region is the federal-provincial ARDA legislation which is co-ordinated by the HRDA office for C. D. 12.

The HRDA is directly or indirectly involved in the planning and administration of several ARDA supported development programs initiated by the local communities.

The office co-ordinates a program of farm consolidation which is designed to improve the pattern of agricultural production in the region. Several Indian and Metis groups obtain development assistance through the HRDA office.

Agricultural development in all its aspects is the primary activity of the St. Paul office. The ARDA Farm Consolidation Program contains provisions for farm enlargement and improvement, and enables the government to purchase land unsuitable for farming and convert the land to more effective use. It is also aimed at improving the socio-economic status of farm families.

The government's planning and administration of the farm consolidation program is shared with local farmers and technical personnel. The local leaders and public servants form a Farm Adjustment Committee which has an advisory role in farm consolidation decisions. The HRDA Regional Resource Co-ordinator is chairman of the three Farm Adjustment Committees in C.D.12. The committees review applications for land purchases, sales, leases and permits; and re-zoning for alternate forms of production.

The HRDA office co-ordinates the work of committees with the Department of Lands and Forests (Lands Branch, Fish and Wildlife Branch), and the Department of Agriculture (Land Utilization and Conservation Branch).

The HRDA activities are co-ordinated with the work of officials of the Department of Social Development and the Department of Health. This is true when applicants for farm purchase and/or consolidation are welfare case families or persons with health problems that influence the decision of the Farm Adjustment Committee and the government. Here too the local leaders are in close touch with community affairs and their advice improves the decision-making ability of HRDA and other government officials with regard to the farm consolidation program.

The HRDA staff consults several local groups and government officials in the process of planning and implementing the farm consolidation and improvement program under the ARDA agreement. The Department of Municipal Affairs provides important services to carry out the program. The HRDA officials consult provincial planning, field services, inspection service and tax recovery officials from the Department on matters of farm purchase and disposal. The Department of Highways' District Engineer is consulted on matters of road construction priorities and the planning of roads with regard to the pattern of farm consolidation.

If the applicant for farm purchase wishes to leave the land and seek new employment opportunities, the HRDA office co-ordinates its activities with the Canada Manpower Corporation through the St. Paul office of the C.M.C. The office also facilitates individuals' efforts to obtain education and retraining assistance from these agencies.

The local County or Municipal governments and School Boards are immediately involved in the Farm Consolidation Program. These local officials co-ordinate and plan roads, schools and other municipal services in the context of the changing pattern of agriculture under the farm consolidation program.

To facilitate public understanding and improve the effectiveness of rural development, the HRDA offices maintains constant informal and formal contact with individuals and groups in C.D. 12. The office meets leaders of the Farmers' Union of Alberta, the local Chambers of Commerce, local Grazing Associations, Real Estate Companies, Banks and several other private groups that participate in community decisions.

The program is co-ordinated with the work of the Farm Purchase Boards, the Farm Credit Corporation and other service agencies in rural development. Frequent contact with the local M.L.A.'s and M.P.'s is also maintained to improve communications and increase awareness of the needs of people in the region.

The HRDA concern for more effective use of rural resources requires that activities be co-ordinated with the District Agriculturists and the District Home Economists. Other officials of the Extension and Colleges Division of the Department of Agriculture are consulted on program planning and implementation.

The HRDA Regional Resource Co-ordinator is also an important direct channel for the expression of local needs to the Deputy Minister and Minister in the Department of Agriculture. In this role the HRDA office facilitates the government's responsiveness to the needs of the local communities for social and economic development.

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A second major area of HRDA activity in C.D. 12 is the program of assistance for Indian and Metis socio-economic development. The Native Communities take advantage of the technical and financial assistance to undertake agricultural land development projects on the Reserves and colonies.

The HRDA office co-ordinates the ARDA funding of this assistance through an agency or the local group that has taken the initiative on the project. The achievement of the local development efforts on the Saddle Lake Reserve is an example of social and economic development by the Native community.

The St. Paul office channels technical and financial assistance into projects initiated by Metis people on the Kikino, South Caslan and Elizabeth Metis colonies. The HRDA office facilitates the local Metis community in obtaining the services required for effective implementation of their agricultural development projects.

The HRDA officials co-operate with personnel of the Metis Rehabilitation and Preventive Social Services Branch of the Department of Social Development. The HRDA officials encourage and support the communities to enable them to take full advantage of the services provided by these agencies.

The HRDA office is responsive to the problems of land tenure in the colonies and is working with the Department of Municipal Affairs and the Metis Branch to study this situation in view of local expressions of concern. The office consults the Department of Highways' District Engineer in an effort to co-ordinate road construction and land development priorities on the colonies. The HRDA keeps in contact with Alberta Government Telephones to plan for expansion of utilities services on the colonies.

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The HRDA office is responsible for the co-ordination of technical and financial services for land development projects on three Indian Reserves in the Region. Socio-economic development projects, based upon land and pasture developments, are being implemented by the Indians on the Saddle Lake, Beaver Lake, and Kehiwin Reserves. On the Reserves, the HRDA officials work with the individuals and groups directly involved in the projects, and with the Band Councils on the Reserves.

The HRDA officials are resource persons and consultants for the Indian groups initiating and carrying out the community improvement project. Effective planning and implementation of these projects requires the co-operation of several government agencies. HRDA officials work with Federal Indian Affairs officials, Canada Department of Agriculture officials and personnel directly from the Department of Regional Economic Expansion. Canada Manpower Corporation officials and Federal ARDA and P.F.R.A. officials are instrumental in co-ordinating technical and financial services on the Reserves.

The farmers on the Reserves have access to the services of the Alberta Department of Agriculture - D.A. and D.H.E. services from the Extension and

Colleges Division, research and management advice from the Economics Division, husbandry advice from the Plant Industry and Animal Industry officials and technical and land use consulting services from the Land Conservation and Utilization Branch.

The HRDA office works with the **community** development officer in St. Paul to encourage leadership and other social developments in the Indian communities. They co-ordinate the human and physical aspects of the development programs.

The resident clergy of churches on the Reserve are an important source of support and advice for the local development projects. The HRDA officials co-ordinate government programs with the efforts of several non-government agencies working for the social and economic advancement of these communities.

The resource development projects have built-in extension services in the form of manpower training and management education for the Indians who develop the project. In addition the HRDA officials work with the Alberta Newstart, Northlands School Division, and Canada Manpower Corporation to provide access to a wide range of educational and vocational training opportunities. The projects are direct and indirect instruments for improving both on- and off- Reserve employment chances for the Native people.

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The HRDA regional office supports and guides the efforts of local groups who seek to promote industrial development in the communities of C.D. 12. The town of Smoky Lake had access to the services of the HRDA office in their industrial promotion activities.

The town leaders were interested in establishing an agro-industrial complex in Smoky Lake to service the agricultural producers in the area. Consultants to the town council advised that a feasibility study should be undertaken and the leaders approached the government for a research grant. The town council worked with the HRDA Regional Resource Co-ordinator who assisted in the preparation of a submission for assistance under the ARDA program. The local leaders contacted several agencies and investigated all channels for assistance in the study.

The leaders met with experts from the HRDA Rural Development Research Branch, the Statistics Branch and the Industrial Development Branch of the Department of Industry and Tourism and other provincial officials. They approached federal officials of the Department of Industry for assistance under the Area Development Act.

The HRDA office co-ordinated several meetings of government officials with County, town and private business leaders in the Smoky Lake area. Government officials rejected the local community's request for a research grant.

The HRDA office continues to encourage and support local initiative in seeking solutions to the problems of social and economic development in the area.

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The HRDA regional office supplied co-ordination assistance and technical advice in the Vilna community's attempt to obtain government financial assistance for its program of improving recreational facilities on Bonnie Lake.

Several local groups in the Vilna community organized, planned and prepared a submission requesting an ARDA grant to expand park and campsite facilities on the shore of Bonnie Lake near Vilna. The total community was mobilized in support of the project -- the project submission was sponsored by 12 local groups in the Vilna district. The objective of the project was to expand the local economy by developing facilities to attract tourists to the area.

The HRDA office co-ordinated the Vilna leaders' meetings with several government agencies to get support for the project. The leaders contacted officials of the Department of Municipal Affairs, the Department of Youth, the Department of Lands and Forests, the Department of Highways, the Department of Education, the Department of the Provincial Secretary, and the Department of Industry and Tourism.

The project was studied in the context of the priorities of the Parks Division, which was more concerned with development of facilities in other areas.

Another difficulty was presented by the lower rating of the Bonnie Lake Beach in the study of the Canada Land Inventory. The Vilna leaders discussed the project with the Alberta Travel Bureau and Provincial Planning Board. The Vilna community noted that the Bonnie Lake facilities would be an added attraction for the Lakeland tourist region which has a great potential for tourist and recreation development in the next decade.

Since the Vilna community has been unable to obtain financial assistance from the government for this project, the HRDA staff encouraged the Vilna community to undertake a phase by phase implementation of the recreational project, within the limits of available local resources. The community has mobilized its own human, physical and financial resources and is carrying

on without government assistance in the community project.

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The HRDA regional office is actively supporting the development of small industry in the St. Paul region. Several Native groups have initiated study and planning with a view to establish a wild fruit and berry processing industry in the area.

The Meensa Co-operatives in the Fort McMurray area used the technical and co-ordination services of the HRDA office to carry out the initial feasibility studies and planning for the co-operative venture, which would considerably expand the Co-ops range of operation.

The Meensa Co-op leaders work with experts from the HRDA Rural Development Branch, the Co-operative Activities Branch, and officials from Team Products of Edmonton. Federal P.F.R.A. and Indian Affairs officials also provide supportive services for the Co-ops that wish to expand their operation to include processing and marketing of several varieties of wild berries that grow in the forests of Northern Alberta.

Forestry officials have assisted the Co-ops by preparing an inventory of wild berry growths in the forest ranger districts. The Beaverlodge Experimental farm has supplied technical information and advice on the feasibility of the proposed industry. Horticulture experts from the Plant Industry Division, A.D.A. and the University of Alberta provide assistance to the Co-ops' development.

These services are co-ordinated through the office of the HRDA Regional Resource Co-ordinator who has general supervision of special development programs in the area. The HRDA office is the action centre for government and local community co-operation in special activities for economic and social advancement in northeastern Alberta.

#### THE HUMAN RESOURCES DEVELOPMENT AUTHORITY IN SLAVE LAKE

##### INTRODUCTION:

In September, 1968, the Lesser Slave Lake area was designated for special consideration for socio-economic development programs of the Human Resources Development Authority. Since that time a six-man task force has been appointed to initiate research and planning for a comprehensive development program in the area.

The task force, headed by the HRDA Regional Resource Co-ordinator, is also responsible for the co-ordination of other agencies concerned with social and economic development activities in the area. The HRDA staff have their operational centre in the town of Slave Lake.

The HRDA's team of development experts was set up in response to local demands for assistance in planning and implementing programs to develop human and physical resources in the area. A 1968 study prepared by the HRDA's Rural Development Research Branch indicated that the people of the area are at a disadvantage in terms of educational, social, cultural, health care, and employment opportunities. The study also focussed on the problems of heavy welfare payments, ineffective use of resources and the special difficulties of people of Indian ancestry in the area. There are about 15,000 people in the HRDA Slave Lake service area: more than 40% of the population are Native Canadians. The region has seven Treaty Indian Reserves and three Metis colonies which require financial, technical and organizational support as the Native communities strive to develop their human and physical resources.

The HRDA task force functions as a group of resource persons to all the people of the area. By means of information exchange and organizational support the task force assists the communities in their self-improvement objectives. The task force strategy implies an emphasis on responding to expressed needs rather than initiating change, presenting opportunities rather than making choices for people, planning with people, not for them.

The HRDA task force is a temporary agency to facilitate development. Since it has a mandate to act for two years, only, it encourages people to work through regular channels to avoid becoming dependent upon the HRDA.

The initial activities of the task force involved information gathering in the area to prepare an inventory of population characteristics, community organizations, services, economic resources, communications, and other facilities: and a knowledge of problems and possibilities for advancement in the area. The task force established contact with community leaders throughout the area to facilitate involvement of local people in the researching, planning, and implementation of a comprehensive development program. The task force actively promotes a local newsletter to further community participation in the area development. The first newsletter "Aya-Cheye-Neau Sa-Ga-He-Gan" (Lesser Slave Lake News) was published in July, 1969.

The task force strategy is to be responsive to requests from any community, but local people are encouraged to try to make effective use of available resources and work through conventional government channels.

The HRDA task force intervenes only when there is a need for special support or leadership to deal effectively with community problems.

The task force supports local organizations with information, expertise and money. They assist these local groups by social animation and other organizational assistance that helps mobilize human and physical resources in the community.

The task force's co-ordination function is that of a temporary but vital resource centre for putting people in touch with services, resources, information and other communities.

The HRDA task force strategy is based on the assumption that conventional, private and government agencies can provide most necessary services for social and economic advancement of the area. The role seen for the HRDA task force is one of facilitation: of aiding agency-clientele contacts to improve local access to the channels already available.

The task force plans, co-ordinates and evaluates socio-economic development programs in consultation with other agencies and individuals, without direct intervention by HRDA personnel in program implementation.

The task force maintains liaison with other government agencies to involve them in the process of comprehensive planning for social and economic development services in the area.

The pattern of recent activity by the HRDA task force in Slave Lake illustrates their role as the senior co-ordinating agency of the government.

#### ACTIVITIES:

Communities in the Slave Lake area indicated to HRDA development officers that improved housing was a primary concern. The HRDA task force met with local leaders and government officials to plan and initiate action to deal with the problem.

The task force initiated extensive meetings with officials of the Alberta Housing and Urban Renewal Corporation (AHURC). In response to the local needs which were expressed through the HRDA office, the AHURC declared the Slave Lake area a high priority in its housing assistance programs.

The AHURC established an office in Calling Lake and its personnel and services are now more readily accessible to the individuals and communities that seek government assistance in improving their housing conditions.

The HRDA office is not directly involved in the administration and implementation of housing development programs. The HRDA's main role was in the planning, initiating and co-ordination of the early meetings and program development.

The task force maintains informal liaison with the AHURC and acts as a contact between the local community and AHURC personnel.

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During the last few months the HRDA task force has consulted with community leaders and education officials to assess the educational needs of the area. Studies indicate that real social and economic development is impossible without improving the educational level of the area. Initial meetings revealed a need for an improved system of educational services for both adults and children. The task force regards education and training progress as necessary to enable local people to take advantage of new employment opportunities.

The task force consulted with officials from Alberta Vocational Training of the Department of Education and Canada Manpower Corporation. Tentative plans include programs of basic adult literacy, school level upgrading, vocational training and on job skills development.

The A.V.T. officials committed their agency to give special emphasis to the educational and skills training needs of the labour force in the Slave Lake area. The A.V.T. programs are co-ordinated with C.M.C. training and employment services to increase the scope of opportunities for local people.

The task force has not directly undertaken programs for education and retraining -- it has concentrated its efforts on increasing the accessibility of existing services. The office maintains an informal liaison with A.V.T. personnel who administer their training programs. The C.M.C. office in High Prairie has a part time representative in the HRDA office in Slave Lake, to further improve co-ordination.

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A number of Slave Lake communities are concerned with the deficient educational opportunities available to the children of the area. This local need moved people to approach the HRDA task force, requesting special programs for pre-school children.

Task force officers consulted local and provincial education officials and met with local leaders to plan a submission to the government. The High Prairie School Division was especially interested in the project.

The HRDA office co-ordinated the local groups' efforts to contact the Northlands School Division, the Department of Social Development, the Department of Education and the Department of Youth.

Following consultation with government officials, it was decided to give the responsibility of implementation to the High Prairie School Division. The government has been asked to allocate funds to the Division which would administer the program in the implementation stage. The task force is indirectly and informally involved in supporting the activities today.

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The HRDA task force promotes industrial development in the area and a number of investors are interested in establishing factories in the Slave Lake project area. Local communities are acting to improve the physical and social environment to take advantage of the new employment and growth opportunities that these industries will bring to the area.

The Town Council of Slave Lake expressed a need for a well-planned industrial park that would be attractive to industrial developers and provide an overall framework for the development of the town in the future. The task force responded by co-ordinating a direct liaison between the town and the Provincial Planning Branch of the Department of Municipal Affairs.

The Town administration now works directly with the Planning Branch in the preparation of an industrial park design and other planning services for the communities. The task force exchanges information and maintains liaison with both groups in the planning for comprehensive development in the area.

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The development of an adequate transportation and communication system is necessary for social and economic advancement in the Slave Lake area. The HRDA task force plans and co-ordinates in consultation with agencies directly involved for the orderly development of this road system.

Local communities in remote areas often express their need for service through the HRDA development officers. The task force co-ordinates the government response to requests from isolated communities.

Recently the Peerless Lake community contacted the HRDA officers for assistance in obtaining a road into the settlement. The Peerless Lake Community Association brought their case to various agencies responsible for road construction in the area. The HRDA staff supported and co-ordinated the local effort through the Slave Lake office. They contacted the regional Forest Superintendent, provincial forestry officials, the Improvement District Representative and the Chairman of the Northern Alberta Development Council (N.A.D.C.).

Now, the N.A.D.C. and Forestry are co-operating in the construction of a road into the community. The task force is not directly involved in project implementation. The role of the task force was to assist the community in its effort to get government action on local needs.

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The HRDA task force aided the Grouard community's effort to obtain an improved water supply for their homes. Community leaders met with the task force and other government officials to decide upon the most feasible method of getting a reliable and sanitary source of water for the settlement.

Working with HRDA officers and Department of Municipal Affairs officials, the Grouard community leaders negotiated an agreement with Northlands School Division. Northlands had an adequate water supply system and agreed to expand it so the community could purchase water directly from them. This prevented the extra cost of duplication and overlap of community services.

In this case also the task force was a facilitator rather than a doer. It guided the community's attempt to obtain a service that was available but not accessible to local people without the co-ordination service of HRDA. The task force is responsible for comprehensive planning of this nature to assure the most effective use of the resources of the area.

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People in the Faust-Kinuso area on the south shore of Lesser Slave Lake received HRDA support in their efforts to develop an integrated forest industry. The Central Alberta Land Use Co-operative was formed to create employment opportunities for local labour in a reforestation, sawmill, fencepost production and manpower training operation. The Co-op provides the opportunity for local people to actively participate in an industry based on the natural resources of the area.

The task force officials assisted the Co-op in obtaining a five-year reforestation contract from the Forestry Division. The Co-op requires further financial assistance to purchase the heavy equipment needed for the reforestation and manpower training operations.

The local residents and Co-op leaders were able to meet the Premier and other Cabinet ministers, who attended a public meeting in the area in response to a local request channelled through the task force.

The HRDA office also supports the efforts of development officers from the Co-operative Activities Branch of the Department of Industry and Tourism. The officers work with the Co-op members, the manager and board of directors to develop a more effective and economically viable operation. The Co-ops also hire private consultants to advise them on special management problems; the consulting costs are paid by the HRDA.

The Co-op has a flexible employment policy and makes a special effort to provide a meaningful employment opportunity to hard core welfare recipients who wish to become productive members of their community.

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Commercial freshwater fishing has been a major industry in the communities of the Slave Lake area. Depletion of the whitefish in the lake has resulted in the closing of the lake to commercial fishing.

Looking to the future development of the industry, local groups requested that HRDA undertake a feasibility study of a fish processing plant for the area. Fish and Wildlife Division, Department of Lands and Forests is co-operating with the local groups and the task force by researching the problems of declining whitefish in the lake.

In preliminary investigation of the possible fish processing industry, the HRDA task force contacted officials of the Fresh Water Fish Marketing Corporation, and the Fish and Wildlife Division and fisheries experts in Manitoba. The task force conveyed information to the local groups and there is discussion of a pilot project in fish processing to introduce more secondary industry to the area.

In the same context, the task force works with local mink farmers and experts to improve the mink farm operations in the area, which are dependent upon the development and conservation of the fishery resources of the area.

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The HRDA task force is co-ordinating a number of recreation and tourism development projects in the Slave Lake area. The task force development officers encourage local communities to organize themselves to carry out recreational projects for the benefit of the total community. The task force officials work closely with the District Youth Representative who operates from the HRDA office in Slave Lake.

In multi-problem communities, the co-operation and organization for action on a recreation program may be a first step to more effective mobilization of community resources for self-improvement. The HRDA strategy is to assist communities that wish to create recreation facilities and develop organizational skills by their own efforts.

The co-operative action of the task force, local citizens and other government agencies leads to effective integration of services and activities. This ensures that planning and activity for socio-economic development serve the interest of the total community.

#### THE HUMAN RESOURCES DEVELOPMENT AUTHORITY IN THE PEACE RIVER REGION

##### INTRODUCTION:

The general long range objective of the Human Resource Development Authority Offices in the Peace River Region is to encourage and assist the people of the Region to achieve their economic and social goals. Emphasis is placed on the co-ordination of the developmental activities of government and private Agencies and the encouragement of new approaches to community development.

##### THE PRESENT SITUATION IN THE PEACE RIVER REGION:

The research study just completed by the Research and Planning Division of the Human Resources Development Authority entitled "The B-15 Plan - An Outline for Rural Development in Alberta's Census Division 15" outlines the present situation in economic and social terms. The report suggests that, compared to Albertans generally, the people in the Peace River region (Census Division 15) are disadvantaged in a number of economic and social factors. Thus the incomes of many families in the Peace River region are lower than the income of Alberta families generally. The social services, such as education, health care and recreational opportunities available to people in the Peace River region, are less adequate than those available to other Albertans. The proportion of people in the Peace River region requiring social assistance is greater than the proportion in Alberta generally.

The purpose of H.R.D.A. activity, then, is to assist people in the Region to achieve economic and social standards equal to those enjoyed by the people of Alberta generally.

More specifically, the objectives of the Peace River regional HRDA offices are:

1. to encourage farm adjustment.
2. to encourage communities to make needed adjustment.
3. to assist individuals and families (farm and non-farm) who are desirous of making adjustments in their particular situation.
4. to assist disadvantaged (e.g. native) people achieve an economic and social level in keeping with their values and aspirations.
5. to assist and encourage improved co-ordination among government and private agencies which have responsibilities of contributing to the economic and social well-being of the people living in the Peace River region.
6. to have communities and individuals become more familiar with government programs designed to encourage the economic and social development of the people of Alberta.

A more detailed discussion of these objectives and programs to achieve them follows.

Agriculture production is the leading contributor to the economy of the Peace River region. Therefore activity to overcome the problems and difficulties in this sector is given emphasis. Adjustment in the farm sector is being facilitated by:

- encouraging farm consolidation and enlargement
- planning to ensure an orderly pattern of land development
- assisting farmers to improve husbandry and farm management practices
- counselling farm families who wish to assess the opportunities for employment in the non-farm sector.

Farm Adjustment Committees have been established throughout the Region to make recommendations relative to the farm adjustment program. The Committees permit the planning and administration of the farm adjustment program to be shared with local farmers and a number of Government Agency personnel - including Agriculture, Lands and Forests, and Municipal Affairs. The Committees have an advisory role in the disposal of all crown lands in their Districts. They advise the government on farmer applications for land purchase, sales, leases and permits. The Committees also consider the possible need for rezoning land for alternate forms of production.

As part of the Farm Adjustment program farmers are encouraged to participate in agricultural training activities. Canada Manpower co-operates by providing training allowances. Fairview College facilities are used for some courses.

HRDA officials are also concerned with community adjustment. This activity is based on the premise that changes in the economic and social environment require changes in communities. The assumption is that people will be more willing to make changes if they understand why change is necessary. HRDA staff activity then is designed to:

- assist communities to realistically analyze their situation in the light of changing social and economic factors.
- assist people to express and attain their needs by developing their particular human and physical resources in the context of the needs of the larger community.
- assist communities to research, plan and implement programs for social and economic development that are consistent with regional priorities.

This activity is encouraged by staff participating in public meetings of rural and town communities to increase understanding between citizens and government for more effective community service.

The Regional offices are in the initial stages of activities with respect to the third objective -- assisting farm and non-farm families to improve their particular situation. There are three core components of this family centered development strategy:

- general counselling service
- home visitor project
- comprehensive manpower training

These programs are the proposed means to facilitate the adjustment process of particular families who require intensive aid in coping with their social and economic difficulties.

The general counselling service would focus on the needs of individuals and families for support and encouragement prior to their approach to counselling services channels of conventional government agencies.

The proposed home visitors' program is to be an effort of local people with the support of a number of government agencies and private organizations. The program is designed to reach into the home and offer seriously disadvantaged families an opportunity to develop and benefit from the resources available to the community.

The project strategy uses personal contact with the family as a bridge to the system of services and opportunities in Alberta.

The proposed comprehensive manpower training program would contain special rehabilitation services for hard-core poverty cases and unemployment. The recruitment and training program is planned in conjunction with Alberta Vocational Training, Canada Manpower officials and representatives of the Agricultural College. The program is designed to reach individuals who are so disadvantaged that conventional manpower upgrading and training strategies are ineffective. This special program would try to create more meaningful productive alternatives for poor members of the community.

Facilitating the development of human and physical resources of native communities is an important objective of HRDA. Officials in Fairview are actively involved with three of these native communities - the Sturgeon Lake Indian Reserve, the Paddle Prairie Metis Colony and the Little Buffalo Settlement.

HRDA officials respond to community requests for special socio-economic assistance -- and support projects initiated by natives for the development of their community. Financial and technical assistance for agricultural development projects are the usual means to support the emergence of more self-sufficient native communities.

HRDA officials are consulting with leaders of the Provincial Native Associations to establish a co-ordination pattern that will enable them to co-operate for effective service in the communities. The HRDA office in Fairview proposes to appoint a Native person as community advisor to be responsible for programs in the Native communities. The Native officer would be the staff liaison with officers of the Provincial association who are working directly with the communities.

The fifth objective of the HRDA regional offices at Grande Prairie and Peace River is to improve co-ordination of government and private services and activities in the region. The office works with local leaders and government officials who have responsibilities in contributing to the quality of social and economic life in the communities. The proposed home visitors program and the newly established farm adjustment programs are specifically created as interdepartmental and inter-disciplinary strategies to effect socio-economic changes and development in the region.

The HRDA offices initiate and support co-ordination of the activities of all the agencies in the region. One means of achieving this co-ordination is a program of interagency meetings and seminars. These contacts plus the personal liaison efforts of HRDA officials create an awareness of the co-ordination and planning needs for the advancement of the communities of the Peace River region.

The sixth objective of the offices is to inform individuals and communities of special government programs available for social and economic development. This includes activities to make government programs and services more equally accessible to all members of the community. The means to achieve this objective -- of a more informed community include:

- participation in small group and community meetings
- personal contact with community members and agency officials
- special co-operation of the mass media in the region

These HRDA activities encourage the people to more clearly express their needs and become familiar with the policies and services of the provincial government. For example, the community at La Crete approached the HRDA office with a need for a feasibility study for a proposed creamery in the area. The HRDA office co-ordinated research from the Department of Industry and Tourism to analyze the situation and inform the community. Another example of HRDA's involvement in community affairs was the contact with the Kimiwan Lake Development Association. The community sought financial support for a recreation complex on the Lake to expand tourist facilities in the McLennan-Fahler area. HRDA officials co-ordinated a meeting of local leaders and public officials to examine the proposal. This dialogue provided an assessment of the project and local leaders were informed of the government policies and services that might apply to their proposal. The meeting was attended by officials of the Department of Youth, the Department of Lands and Forests, and HRDA Research and Planning Branch. On the basis of the information gained at the public meeting, the community did not formally submit the project. The HRDA functions in this role in the facilities of the communication and improved decision making for both government and community leaders.

The HRDA regional office is the action center for all of the special socio-economic development activities initiated by and for the people of these communities.

#### SUMMARY OF OBJECTIVES:

A number of more specific objectives can be recognized if these goals are to be met. These objectives, together with projects and programs (current and proposed) designed to achieve the goals, are set out on the following pages.

Objectives

## I. To Encourage Farm Adjustment

- a) by assisting farm consolidation and enlargement.
- b) by encouraging orderly land development.
- c) by encouraging improved farm husbandry and farm management practices.
- d) by assisting interested farm families assess the opportunities for employment in the non-farm sector.

Projects and Programs to Meet Objectives - Present and Proposed.

Establishment of Farm Adjustment Committees - nine committees to serve Census Division 15.

Land Development projects - community pastures, drainage, land clearing.

Agricultural training programs - e.g. Canada Manpower sponsored short courses.

## II. To Encourage Communities to Make Needed Adjustment

- a) by assisting communities analyze realistically their reason for being in light of new economic and social factors.
- b) by helping people in communities meet their needs by developing their resources having in mind the needs and resources of the larger community. i.e. the Region
- c) by assisting communities plan and implement programs developed with regard to criteria noted in (a) and (b).

Meetings with community groups to assist them analyze their situation.

## III. To assist individuals and families (farm and non-farm) who are desirous of making adjustments in their particular situation.

General Counselling Services  
Home Visitors Project  
Comprehensive Manpower Training Program.

## IV. To assist disadvantaged (e.g. native) people achieve an economic and social level in keeping with their values and aspiration.

Community Advisor to work with native people.  
Home Visitor Project.  
Agricultural development projects on Indian Reserves, Metis Colonies and in other native communities.

V. To assist and encourage improved co-ordination among government and private agencies which have responsibilities of contributing to the economic and social well-being of the people living in the Peace River region.

Home Visitor Project  
Farm Adjustment Program  
Inter-Agency meetings and seminars.

VI. To have communities and individuals become more familiar with government programs designed to encourage the economic and social development of the people of Alberta

Group Meetings  
By use of news media  
Personal contact.

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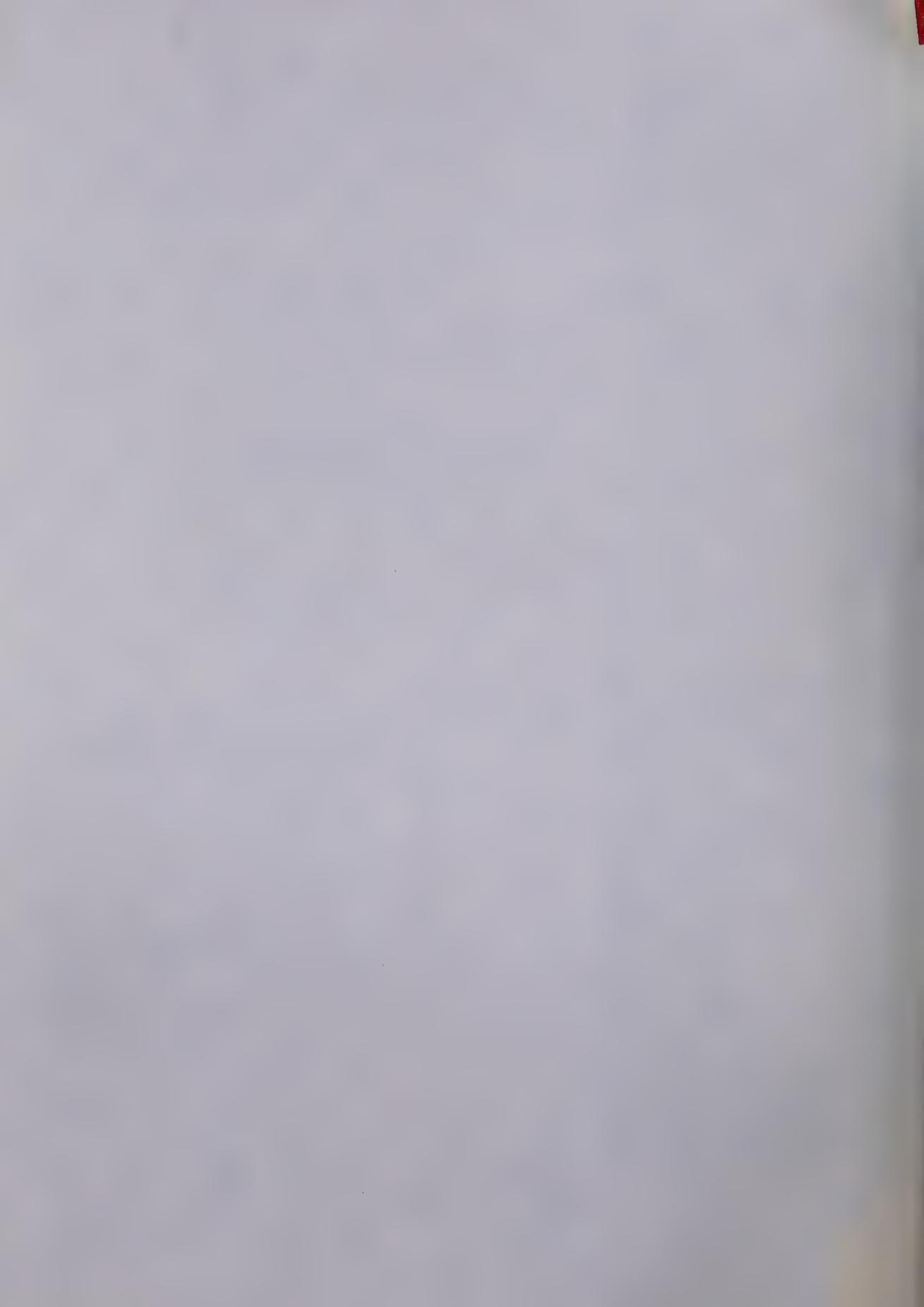
VOLUME VI, 1970



PROGRESS REPORTS - C. D. 12

H R D A  
in ALBERTA

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A block of new breaking on  
the Saddle Lake Reserve

Saddle Lake Reserve is traditionally a farming community. As far back as most people on the reserve can remember farming was a part of their way of life. But farming changed and many years were to pass before they were again able to earn a living from farming.

Today the Saddle Lake Community is optimistic and well they should be. With the approval of their Land Development Project in 1967 many remarkable achievements have taken place.

The project provides, as a basis of assistance, \$520,000.00 for the development of 13,000 acres during the years 1968, 1969, and 1970. This money is paid out at a rate of \$20.00 per acre as a grant and \$20.00 per acre as an interest free loan for a period of 5-10 years.





Members of the Board of Directors  
of the Saddle Lake Centennial  
Development Association - Incorporated  
under the Societies Act of Alberta

#### FORM OF IMPLEMENTATION

The Saddle Lake Land Development Project is funded through the Land Conservation and Utilization Branch, Alberta Department of Agriculture. However, the administration of these funds is handled by the above (see photo) Board of Directors. Supplying technical assistance and guidance is an Advisory Committee consisting of HRDA (Human Resource Development Authority) Regional Resource Co-ordinating Staff, the Department of Agriculture Extension Staff and the Agricultural Advisors of the Department of Indian Affairs.

#### ACHIEVEMENTS IN LAND DEVELOPMENT

- a) clearing and breaking: 2,950 acres completed in 1968
- 5,450 acres completed in 1969
- 4,100 acres have been contracted
- brushing this coming winter and work has already started.



b) cropping: The 2,950 acres of 1968 breaking was seeded down in the spring of 1969 to wheat and barley in about equal proportion - 1,000 acres being Foundation and Registered seed grown under contract for Canwest. An exceptionally good crop came but unfortunately thru adverse weather conditions only one third of the acreage could be harvested so far and the balance remains in swaths under the snow. Approximately 38,000 bushels of wheat and 8,000 bushels of barley are picked up and with normal conditions an additional estimated 60,000 bushels of barley and 20,000 bushels of wheat can be expected to be recovered in the spring.



Harvesting Saddle Lake - 1969 - Poor weather left 2/3 of a bumper crop under the snow.

c) tree planting: Approximately 5 miles of double row shelterbelt has been completed.

d) machinery purchases:

|        |                               |
|--------|-------------------------------|
| 1968 - | two 4020 John Deere Tractors  |
|        | two John Deere offset disks   |
| 1969 - | two John Deere 4020 Tractors  |
|        | two John Deere offset disks   |
|        | two 24 foot drills            |
|        | two combines - power take off |
|        | one combine - self propelled  |
|        | two trucks                    |
|        | one Behlan Tank dryer         |
|        | one Diks root picker          |
|        | one 55 ft. grain auger        |



e) buildings:



1969 - 4,400 round plywood  
bushel bins; 21 completed,  
9 under construction.

f) fencing: 28 miles of 4 wire fence completed enclosing cropped area.  
Also on hand approximately 25,000 treated poplar posts,  
700 spools of wire and 9 barrels of concentrated Penta  
Chlorophenol wood preservative.





Saddle Lake Reserve - Agency  
with construction of grain  
bins at centre right.

The clearing and breaking of the land is tendered out to outside contractors.

All other work has been performed by the native people of the Saddle Lake Band. The Association tractors were kept occupied all through the season for a total of approximately 8,000 hours. Ten tractors and tandem disks outfits privately owned by Indians were hired on a custom basis to work down the breaking.

The Association also employed some 150 men and women to pick roots and rocks, plant trees and rogue out the fields of pedigreed seed. Fencing and brush burning was done by contracts given out to the Saddle Lake residents.



The amount of employment created by the project is reflected by the following data collected from the financial 1969 records:

|                                 |                       |                 |
|---------------------------------|-----------------------|-----------------|
| Wages paid                      | -                     | \$121,000       |
| Custom work paid                | -                     | 40,000          |
| Contracts paid to Indian people | -                     | <u>26,000</u>   |
|                                 | (Approximate figures) | TOTAL \$187,000 |

On July 1st, 1969 all welfare to employable people of the Saddle Lake Band was discontinued, and every available worker was given an opportunity to work on the project, until the end of September.

Financially the Saddle Lake Development Association has received in grant and advance \$336,000 for their land development.

They have also negotiated at the Canadian Imperial Bank of Commerce of St. Paul loans of \$150,000 which are being secured by \$50,000 of Band Funds and \$100,000 endorsed by the Province of Alberta.

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Recreation C. D. 12  
Causeway to Sir Winston  
Churchill Park -  
Lac La Biche

\* South Caslan Colony Ranching Project - C.D. 12

\* Kehiwin Land Development Association



H R D A  
in ALBERTA





South Caslan Colony -  
showing - New Start  
mobile units.

A major area of HRDA (Human Resources Development Authority) in C. D. 12 (Census Division 12 - N. E. Alberta) is the program of assistance for Metis Colonies. The Metis communities take advantage of technical and financial assistance to undertake Land Development Projects.

The HRDA office co-ordinates the ARDA (Agriculture and Rural Development Act) funding of this assistance through an agency and/or local groups that have taken the initiative on the project.

The following purpose, administration and achievements of the local development efforts on the South Caslan Metis Colony is a good example of the social and economic development by this community.

Date the Project was approved - December of 1968.

**Basis of Assistance**

- outright grant for physical development of pasture and education development.

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- The project will cost \$53,000.00 and will be phased over a two year period.

Purpose of Project

- To develop the ranching potential of the colony by fencing and cross fencing 26,000 acres for pasture, erecting suitable corrals and developing 400 acres for winter feed production.

Administration

- The Metis Rehabilitation Branch is the funding agent. Alberta New Start undertook the clearing, brushing and burning of brush, employing local labour.

The Red Willow Co-operative, whose membership is exclusive to Metis settlers on the colony, undertook the construction of fences and corrals plus the job of breaking and seeding of the forage plots. Operation of the 26,000 acre pasture will be their responsibility.

The HRDA staff and Agricultural Extension staff, in co-operation with the Metis Rehabilitation Branch will provide training and education in ranching abilities.



It takes a lot of posts, wire  
and sweat to fence and cross-fence  
26,000 acres.

## Achievements

- twenty-four and a half (24½) miles of fence line, 4 rods wide have been cleared of bush.
- 20½ miles of 4 wire fence have been erected, enclosing an area approximately 20,000 acres in size. This will provide pasture for approximately 1,000 head of cattle for the season of 1970.
- a corral large enough to handle 400 head of cattle at one time is completed.
- forage development - about 380 acres of the proposed 400 acres have been cleared, with only 80 acres broken due to extremely wet conditions which prevented burning of bush piles in time for breaking.
- education & training - members of the Red Willow Co-op spent a day touring the Provincial Rannach Grazing Reserve and have arranged to look over a P.F.R.A. pasture in the near future. Arrangements for an Agricultural Extension Short Course are being made with the District Agriculturist of Lac La Biche.
- besides the employment provided by Alberta New Start in the brushing contract (clearing, piling, and burning) the project employed 45 native people for a total of 810 man work days. Thus providing close to \$10,000 in the form of wages to the economy of the colony.
- approximate total cost of the project to date - \$27,000.00.



KEHIWIN LAND DEVELOPMENT ASSOCIATION

"The real solution to the Indian problem will be that which comes from within the Indian community itself." Is there any truth to this general statement. Well, let's take a look at Kehiwin Reserve; maybe what these people are doing will at least in part justify the statement.



East end of Kehiwin Reserve  
showing Gurneyville Mission  
taken from Mt. St. Joseph.  
(18 miles south of Bonnyville)

The Kehiwin Land Development project was approved April 18th, 1969 for a total cost of \$47,000.00 phased over two years. The basis of this assistance was an outright grant for land and education development.

Purpose of the Project

To help the people develop a cattle operation through the establishment of a community pasture and a forage enterprise.

Administration: The funding agent is the Provincial ARDA Administration and the implementing agent is the Kehiwin Land Development Association, made up exclusively of the Kehiwin Indian Reserve Band Members. Guidance is supplied by HRDA-ARDA staff in St. Paul, the District Agriculturist and the Department of Indian Affairs.

The Land Development Association is responsible for contracting out the brushing, breaking and disking of the forage plots and brushing the fence lines. Members working on a wage basis cut, dried, and treated fence posts, built the fence, burned the bush piles and picked roots and rocks on the areas broken.



Muriel Lake - as seen from  
Mt. St. Joseph on Kehiwin  
Reserve.

Achievements;

- \* clearing & breaking - 550 acres. Ready to seed next spring.
- \* fencing - 15 miles of fenceline have been cleared and 22 miles of fence (4wire) completed; enclosing about 11,000 acres.
- \* part of the fence was completed in time to accomodate about 200 head of cattle during the latter part of 1969 grazing season.
- \* pasture for approximately 700 head of cattle is ready for the spring of 1970.
- \* education and training - a supervisory committee consisting of a missionary priest, the District Agriculturist and the Regional Resource Co-ordinator has provided guidance in the physical development and the drawing up of the legal agreements necessary for the project.



clearing and breaking  
550 acres ready to seed  
next spring.



A new home on the reserve.

Employment:

The project has provided employment for approximately 30 individuals on the Reserve for a period of about 1,300 work days or about \$15,000.00 in wages.

Approximate cost of the project to date: \$26,500.00

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Well working and  
working well.

\* Beaver Lake Reserve Project.

\* Elizabeth Metis Colony Project.

H R D A  
in ALBERTA



BEAVER LAKE PASTURE LAND DEVELOPMENT PROJECT.



Foreground: Beaver Lake  
Center : Cattle Corrals  
Upper Right: A portion of new breaking,  
showing piling windrows.

- \* Project Approval- August 1968.
- \* Basis of Assistance - outright grant for physical and human development.
- \* Total Cost - \$24,150.00    BOREAL INSTITUTE  
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- \* Phase - 3 years
- \* Purpose - developing ranching potential by fencing and cross-fencing 16 sections(10,000 acres); erecting corrals, and developing 100 acres of meadows and 400 acres of forage producing land.
- \* Administration-The funding agent is the Provincial HRDA-ARDA administration and the implementing agent is the Beaver Lake Pasture Land Development Association set up legally under the Societies Act of Alberta. The Association is made up exclusively of members of the Beaver Lake Indian Reserve Band members working under the direction of the local HRDA-ARDA staff and the Department of Indian Affairs. The Association is responsible for contracting out the bushing and breaking. It has also undertaken management of fences, corrals, burning bush piles and working down and seeding forage fields.



Tree-top view of corrals with  
Beaver Lake in Background.

- \* Achievements - 1. fencing -  $14\frac{1}{4}$  miles of fence line have been cleared of bush and  $14\frac{1}{4}$  miles of 3 wire fence have been completed. This encloses approximately  $7\frac{1}{2}$  sections (5,000 acres), providing pasture for 500 head of cattle for the 1970 season.
- 2. A set of corrals and chute has been constructed capable of handling 250 head of cattle.
- 3. About 500 acres of land has been cleared and 400 acres broken and worked down for forage development.
- 4. Out of 27 family homes on the reserve, 25 family heads were employed on the project. Wages payed to these men came to \$8,700.00. The project has thus provided some 600 man working days.
- 5. Total of the project to date: approximately \$13,000.00.



ELIZABETH COLONY COMMUNITY PASTURE PROJECT

Elizabeth Colony -  $4\frac{1}{2}$  rod wide  
Isolation strips running every  
 $\frac{1}{2}$  mile. North & south; east & west,  
giving access to  $40\frac{1}{2}$  miles of fence  
line.

- \* Date approved - August 26th, 1968.
- \* Total cost . - \$90,000.00 (32,600 for first 2 years)
- \* Phase - 5 years
- \* Purpose - To develop the ranching potential of the Elizabeth Metis Colony for 3,500 head of cattle by developing 53,000 acres of rangeland and providing opportunities for residents of the colony to develop skills in community pasture management and beef cattle husbandry.

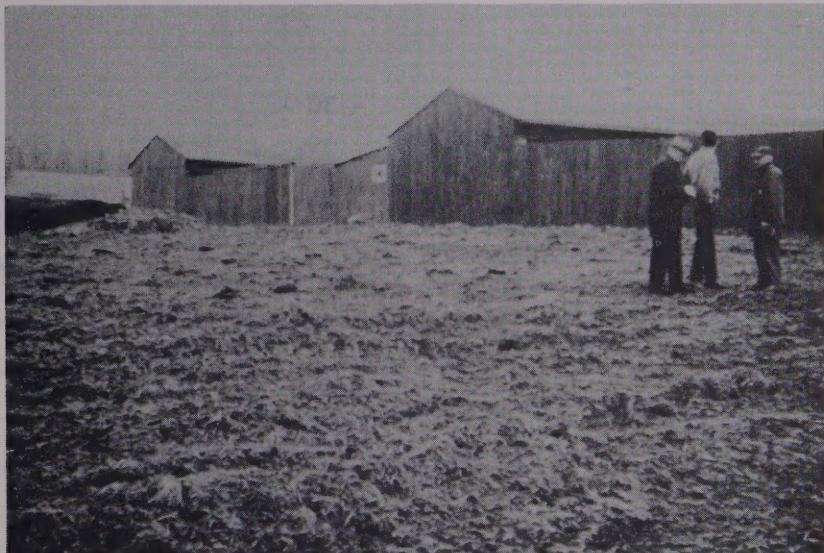


Seeding New Breaking



Harvesting - 1968

- \* Administration - Funding of the project is done through the Metis Rehabilitation Branch of the Department of Social Development. Work is carried out under the direction of the local Colony Manager, who hires local labour for operating machinery and for construction. The colony has purchased a second hand caterpillar tractor and does its own clearing of bush.



Cattle sheds on Elizabeth.  
Corrals including chute and  
squeeze (not shown) are capable  
of handling 1000 head of cattle.

- \* Achievements
  - clearing:  $40\frac{1}{2}$  miles of fenceline and  $29\frac{1}{2}$  miles of isolation strips have been completed.
  - fencing:  $28\frac{1}{2}$  miles of 4 wire fence enclosing 22 sections have been erected, using posts cut and treated by local labour. An additional 2000 posts have been treated for future development.
  - one set of corrals (including chute and squeeze) to handle 1,000 head of cattle is completed.

- out of 35 homes on the colony, 25 people have been employed on the project, providing wages of \$12,450.00 or 1050 work days.
- two educational tours and one welding course have been arranged.

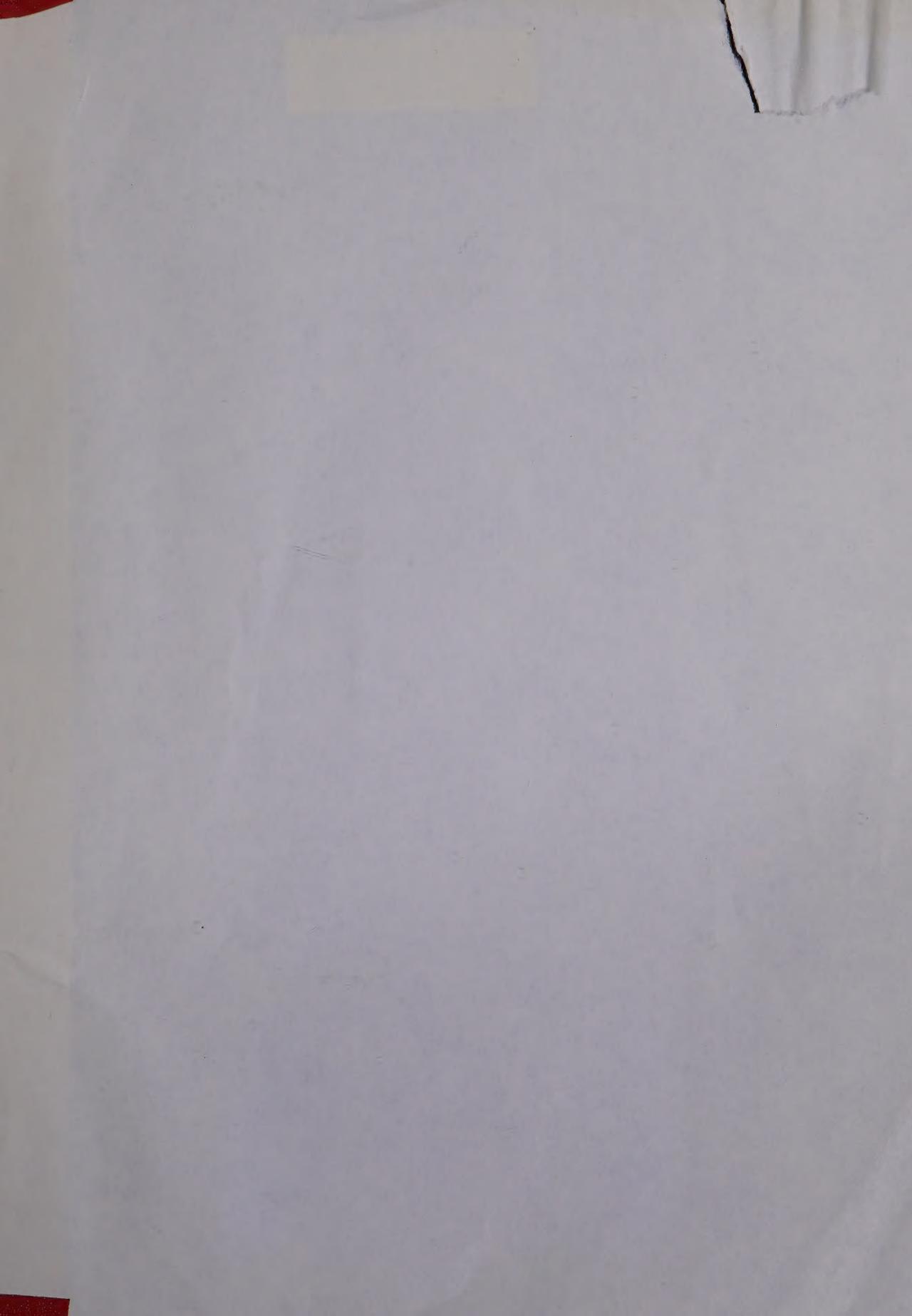
\* Total cost of project to date - \$28,600.00.

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